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ABSTRACT

The manual for neighborhood team policing, a method of decentralizing police departments, presents guidelines for putting a team policing system into effect. Noticeable results of this type of this type organization have been an increased effectiveness in crime control, improved police-community relations, and improved police morale. Chapter 1 consists of a summary of current knowledge about neighborhood team policing and a description of what the authors believe would be an ideal neighborhood team policing system. Chapter 2 describes the neighborhood team policing programs of police departments in several cities. Subsequent chapters suggest methods and procedures for: planning and implementing neighborhood team policing; administering an ongoing program; training and education; lines of authority and methods of supervision of neighborhood teams; running a neighborhood team (suggestions for use by team commanders); constructing a project budget. Appendixes include: suggested operational guidelines, a format for team commander reports, a sample action grant application, a case study of a New York City team, a method for organizing a referral guide, and a description of the St. Petersburg, Florida training program. (Author/EA)

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NEIGHBORHOOD TEAM POLICING

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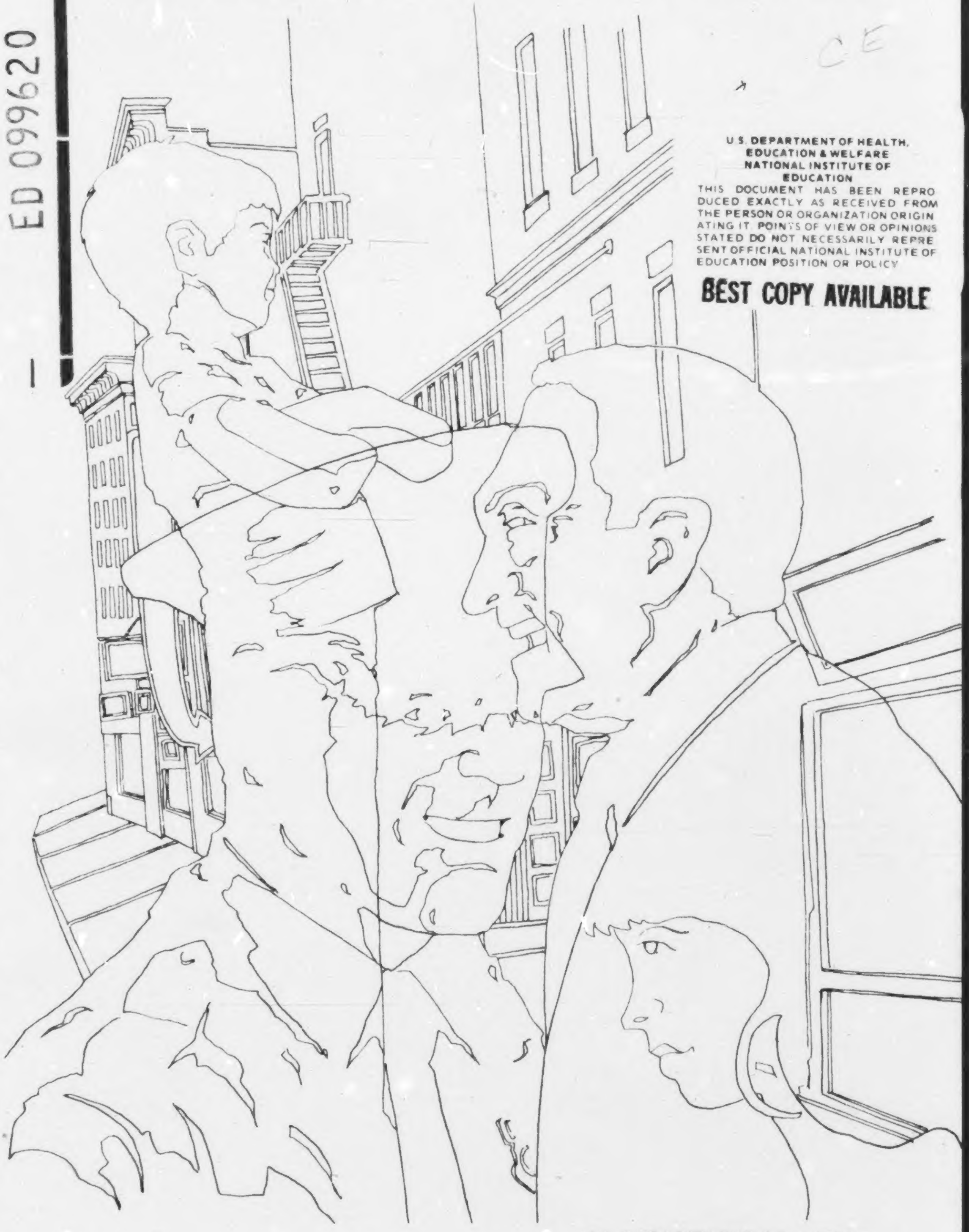

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NEIGHBORHOOD TEAM POLICING

By
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December 1973

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FOREWORD

Good police work requires both an efficient operation and responsiveness to the needs of the community. These sometimes conflicting aims are fruitfully reconciled in a promising new method of patrol organization known as neighborhood team policing. The noticeable results of this type of organization have been: an increased effectiveness in crime control, an improved relationship between police and the community, and, not of least importance, improved police morale.

Experiments in team policing are being conducted under various names in many cities, among them: New York, Detroit and Los Angeles. Under this system, teams of 20 to 40 officers are given round-the-clock responsibility for all police services in their neighborhood, and the commander is accountable for crime in his area 24 hours a day. Individual responsibility is increased at all levels.

Team policing shows promise of combining the best elements of both large and small police departments: the specialized services and equipment of the one, and the more personal contact with the community of the other. Despite its apparent effectiveness, however, team policing cannot be introduced without careful planning and adequate training.

This manual presents guidelines for putting a team policing system into effect. For a more general introduction to the subject, see "Team Policing: Seven Case Studies," a publication of the Police Foundation, 1015 18th Street, N.W., Suite 700, Washington, D.C. 20036. Together, I'm sure these manuals will provide useful information to those departments considering this promising new police strategy.

GERALD M. CAPLAN
Director National Institute of Law
Enforcement and Criminal Justice

ABSTRACT

This book is a practical manual and theoretical guide to Neighborhood Team policing, a method of decentralizing police departments in order to:

- Improve police-community relations
- Increase effectiveness in controlling crime
- Improve the police officer's satisfaction with his job

Chapter I is a summary of current knowledge about neighborhood team policing and a description of what the authors believe would be an ideal neighborhood team policing system. Chapter II describes the neighborhood team policing programs of several police departments. Subsequent chapters suggest methods and procedures for:

- Planning and implementing neighborhood team policing
- Administering an ongoing program
- Training and education
- Lines of authority and methods of supervision of neighborhood teams
- Running a neighborhood team (suggestions for use by team commanders)
- Constructing a project budget

Appendices include: suggested operational guidelines, a suggested format for team commander reports, a model proposal to obtain LEAA action funds, a case study of one team in New York City, a way of organizing a referral guide for use by police officers and a description of a training program implemented in St. Petersburg, Florida.

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CHAPTER I. INTRODUCTION AND ELEMENTS OF NEIGHBORHOOD TEAM POLICING (SUMMARY)

A. Introduction

Team policing in the United States is still in its infancy. The first well-known team policing project was started in Syracuse, New York in 1968. Other team policing projects are known to have been started in Albany, New York; Cincinnati, Ohio; Culver City, California; Detroit, Michigan; Holyoke, Massachusetts; Los Angeles, California (Basic Car Plan and Venice Division's Team 28); Menlo Park, California; Pacifica, California; New York City, New York; Richmond, California; St. Petersburg, Florida; and Tucson, Arizona.

This book concentrates on team policing cities which have organized their policing around *neighborhoods*. Neighborhood team policing, as defined in this book, differs from regular policing in several ways, as shown in Table I–1.

The reason for concentrating on neighborhood team policing is that it combines the team concept with a potentially powerful neighborhood concept, which attempts to:

- Hold a team commander and a team responsible and accountable for the quality of police service and control of crime in a neighborhood
- Strengthen the relationship between the police and the community by concentrating team efforts in a single neighborhood
- Increase the flow of crime-related information from the neighborhood to the police
- Give the team as much responsibility as possible by keeping other police units out of the neighborhood whenever possible
- Rely on information to control crime rather than on street stops and other patrol techniques that may jeopardize police-community relations.

1. Experience with team policing.

Information now available about team policing is still mostly anecdotal, with a few notable exceptions. While some evaluations have been conducted, most of the results have not yet been reported. Results that have been reported generally are not scientifically satisfactory. However, some important facts have emerged from the nation's early attempts to use neighborhood teams.

The following findings summarize the national experience with team policing:

- In some cities, such as New York City, Albany and Cincinnati, citizen groups have demanded that team policing be implemented in their neighborhood. New York City felt compelled to expand its program rapidly and Cincinnati is already considering expanding its program. St. Petersburg and Holyoke also have expanded their programs.
- Of all departments known to be trying neighborhood team policing, only Detroit discontinued the program. In Detroit, the team commander, team detectives and most team members supported the program. The program died because a new commissioner disliked the concept.
- There have been no disasters. No neighborhood team policing projects have created so much animosity among citizens that the department was embarrassed or the program had to be discontinued. Generally, programs with the strong support of top management have been accepted by the community and by police participants—even where there has been initial resistance.
- There has been some indication, in Detroit and

TABLE I-1. Comparison of old methods with neighborhood team policing

OLD METHOD	*Neighborhood team policing*
1. Smallest patrol unit (precinct or division) has 100–250 officers	1. Team has 20–40 officers.
2. Quasi-military supervision.	2. Professional supervision, with consultation, setting of objectives, an in-service training program, encouraging suggestions, permitting the exercise of responsibility within necessary limits.
3. Shift responsibility (eight hour tours with only unit commanders—captains or inspectors—responsible for around-the-clock operations).	3. Team commander responsible for all aspects of police service on an around-the-clock basis.
4. Assignment of the first available car to a call for police service—with priority for emergency calls.	4. Team provides all police service for its neighborhood. Team members are sent out of the neighborhood only in emergencies. Non-team members take calls in the neighborhood only in emergencies.
5. Officers rotated to new divisions or assignments.	5. Officers given extended assignments to a neighborhood.
6. Special police units (tactical, detective, etc.) operate in local neighborhoods without informing local patrol officials.	6. Special police units inform themselves of team goals and, whenever possible, consult in advance with the local team commander.
7. Community Relations as "image building" (special units for community relations plus speaking engagements for officials).	7. Community relations as an essential patrol function, planned by the team commander and the team and consisting of good police service, friendly on-street contacts and attendance at meetings of various community groups.
8. Reactive Policing (responding to calls) or Aggressive Policing (stop and frisk and street interrogations).	8. Decentralized planning (crime analysis, use of plainclothes or special tactics, investigations, preventive programs, referral programs, service activities).
9. Centralized Planning (innovation through orders from the chief or other important officials).	9. Decentarilezd Planning (innovation by team commanders, subject to review by their superiors).

New York City, that team policing should not be forced to coexist with a separate, parallel command structure. A team commander should not have to contend with other officers who are not responsible for running team programs and who have responsibilities that may conflict with team commanders. It is particularly difficult for a sergeant to be a team commander and to have to contend with other sergeants and lieutenants who have overlapping responsibilities for the same area.

- The team commander's job is demanding. To do it well, he should have other officials in his team to whom he can delegate authority. The commander should outrank all other officials in the team.
- Successful implementation requires careful planning. In most neighborhoods in New York City, little planning was done and the implementation of neighborhood team policing made little difference in how operations were organized.
- Few programs have had a strong impact on reported crime. The Venice, California program appears to have had the strongest impact. St. Petersburg, Florida also appears to be experiencing some improvement in its reported crime rates. One reason that crime impact may be hard to measure, however, is that a program which improves citizen cooperation may increase the *percentage* of actual crime which is reported to the police. This reporting effect may be particularly serious in ghetto neighborhoods.
- Some programs have succeeded in increasing the percentage of arrests which resulted in prosecution. In Detroit, the team improved its percentage over the rest of the precinct. In Venice, California, the percentage of prosecuted cases exceeded 80 percent of arrests (attributable at least in part to an increase in the number of clearances resulting from citizen information).
- The assignment of detectives to teams appears

to improve the quality of investigative work done by the patrol officers. In Detroit, the patrol-detective relationship appears to have worked especially well. Most of the cities known to have implemented neighborhood team policing have assigned detectives to teams at least on an experimental basis.

- It is difficult to get officers and officials to interact as equals. However, professional interaction has been achieved on task forces formed in Cincinnati and in Kansas City. Some team commanders appear to be more comfortable with the free interchange of ideas than are others.
- Team policing projects that began with no direct field supervision (e.g. Venice, Holyoke and St. Petersburg) found that officers need a supervisor for consultation in difficult situations.
- Several departments have used team policing as a way to attract funds to expand their patrol strength. While team policing does not require more personnel than conventional methods, a careful review of an officer's workload may lead to a conclusion that—regardless of how a department is organized—it will need more personnel to operate effectively. LEAA planning agencies and, in one case, a private funding source have been receptive to an argument that more personnel are required to implement an effective team program.

2. *Risks of team policing.*

As with many other potentially good ideas, neighborhood team policing can be implemented carefully and thoughtfully or it can be a mere slogan with no impact on police practice. In its worst form, neighborhood team policing can result in giving many inexperienced commanders a new responsibility which exceeds their ability. Some of these commanders, desiring to please the department by doing something to control crime, may inspire their team to do more. The team may interpret this to mean more aggressive street patrol and they may make more doubtful arrests and—potentially—may cause adverse community reaction.

a. *Resistance to implementation.* Because Neighborhood Team Policing is highly innovative, its implementation in traditional police departments may be resisted. Unless the advantages of the new system are fully explained, vested interests in the departments are likely to become strong opponents. It may be highly useful to involve officers and officials of all ranks in the planning process so that implementation will benefit from a variety of views and will be fully understood and accepted by a group of people who can then communicate their understanding of neighborhood team policing to the rest of the department. Leaders of police organizations or unions should be informed at an early date and should be invited to participate in the planning process.

b. *Control of corruption.* Corruption is a potential problem in every police department and neighborhood team policing, because it encourages informal contacts with the community, may create increased temptations. The first line of defense to corruption is the integrity of personnel. The second line of defense may be a well-organized, centrally located internal investigations unit. Under neighborhood team policing, neighborhood teams are made responsible for corruption within their neighborhoods. As Wilson and McLaren state:

> The vice and patrol divisions should have a joint responsibility for vice conditions, and both should be held accountable. This sharing of responsibility reduces the likelihood of graft because it is then impossible for one of the divisions to grant protection to vice operators, and the large number of officers involved diminishes the possibility of corruption.[1]

Furthermore, the team commander has a relatively small team of men to supervise, making it possible for him to inform himself about their activities and to demand integrity.

---

[1] O. W. Wilson and Roy C. McLaren, *Police Administration*, Third Edition (New York: McGraw-Hill, Inc., 1963), p. 402.

3. *The available evidence.*

The available evidence concerning the elements of team policing is too scanty to reach firm conclusions. In this book, conclusions may be forcefully stated, but the validity of each recommendation depends on:

- The reasons given for each conclusion
- Specific experience in a few cities.

Because of the scantiness of the evidence, the reader should depend on his own knowledge of policing to determine which aspects of neighborhood team policing should be utilized in his department.

Given the increasing use of neighborhood team policing in the Nation, it would seem desirable that a national research effort be organized to determine the conditions under which neighborhood team policing (as described in this book or modified by local police departments), represents an improvement over other methods of police organization. In addition, comparative evaluations of different neighborhood team policing methods should be conducted so that increasingly informed choices may be made about implementing the different elements of team policing.

4. *Local variations, costs, and funding.*

Naturally, local administrators will want to adapt neighborhood team policing to the peculiar needs of their departments, their laws and regulations, and their community. With careful planning and evaluation, local variations may help the concept to evolve and improve.

a. *Costs of implementation.* Neighborhood team policing may cost little more than ordinary policing. On the other hand, the planning and retraining needed to implement the system may be expensive. The costs will vary, depending on the present status of the department and the scope of plans to implement the new system.

Costs may vary in another way, as well. It may occur, as it did in Cincinnati, that a careful planning effort to implement neighborhood teams will result in a realization that current manpower or supervisory levels are inadequate for *any* effective system. While neighborhood team policing may, especially in the long run, lead to more effective operations, it requires enough personnel to respond to calls for service, and to perform a variety of tasks not ordinarily stressed by police.

Similarly, a department may discover that its supervisor-officer ratio is inadequate. With excellent personnel, the supervisory ratio may be relatively low—say one supervisor to 10 or 12 officers. In a typical, large urban department, one supervisor for every six or eight officers is probably more desirable.

b. *Funding.* Albany, Holyoke, Venice, and St. Petersburg are among the jurisdictions which have obtained Law Enforcement Assistance Administration funds to implement team policing programs. Cincinnati obtained Police Foundation funds for that purpose. As an innovative program, team policing can receive funds which will pay for its implementation.

5. *Interrelationship of elements of team policing.*

The concept of team policing presented in this book has been developed after extended contact with programs in New York City and Detroit, after reading the literature on team policing and after visiting and telephoning several cities with neighborhood team policing programs (see Chapter II, p. 13). The elements of team policing, presented in this chapter, are believed to be highly interrelated. Implementation of each of the elements is intended to reinforce each of the other elements. For example, in-service training is recommended as a way of suggesting new, constructive approaches which will enable the professional to establish good community relations and use the resulting goodwill to control crime. Similarly, assigning detectives to teams is intended to introduce the patrol officer to new ways of using information and thinking about patrol. Assignment of detectives is also intended to increase investigative activity and to give each officer the satisfaction of developing cases from start to finish.

Perhaps the most controversial "element" of neighborhood team policing is the use of "professional supervision." It may be that a team commander can improve police service in a neighborhood by using traditional supervisory methods and that professional supervision is an unnecessary frill. While, of course, some departments may choose to accept this analysis, it is believed that professional supervision is one of the most essential elements. The objects of professional supervision, already adopted by some supervisors, are:

- To develop in the patrol officer a sense of pride in police service
- To develop a new openness to constructive criticism, so that officers will learn from their experience rather than repeating the same old mistakes
- To develop a new sense of responsibility, so that team members will contribute their information and ideas to help the team achieve success
- To reduce the frustration of being subject to detailed orders which cannot possibly address themselves to the complex events which daily require the patrol officer to use his discretion and make crucial decisions
- To increase the recognition received by sensitive, conscientious officers—both from their supervisors and from their fellow professionals.

B. Elements of Neighborhood Team Policing

Neighborhood team policing is a way of decentralizing police departments by breaking up relatively large divisions or precincts into teams with from 20 to 40 officers and officials, including a team commander, who is *responsible* and *accountable* for the effectiveness of his team. The team is assigned a neighborhood containing roughly 12,000 to 35,000 residents and business people. The team is required:

- To control crime
- To improve community relations
- To provide essential police services.

1. *Planning within the team.*

The team commander is expected to implement reasonable methods tailored to the conditions of his neighborhood. His first task in planning for his neighborhood is to learn about relevant neighborhood characteristics and available resources. He should analyze data on crime and on organized groups (whether they are potentially dangerous or potentially helpful), social conditions, and police, private and government resources which might help to remedy neighborhood problems.

a. *Innovation.* Since neighborhood police team commanders are given the responsibility to develop and implement local plans, the number of responsible command officials is greatly increased over traditional police systems. The limit on innovations by team commanders is only what their imaginations dictate, what their judgment permits, and what their supervisors approve. Precinct or district commanders should encourage constructive innovation and work closely with the team commander so that, if some innovations are not permitted, the team commander will understand the reasons for the action. Unless reasons are given to a team commander, he may interpret disapproval of a specific innovation as disapproval of creativeness in general

An innovative police department is dynamic, possessing the potential for adapting to changing conditions. Of course, innovation involves the taking of risks. A new method is more subject to criticism than a traditional method, no matter how uncreative or shopworn. If a team commander works closely with sympathetic supervisors, and if the supervisors are themselves working closely with other sympathetic supervisors, then constructive innovation will be facilitated. It will take a climate of receptivity throughout the department, however, for innovation to occur.

b. *Communication.* The diversity of innovations by team commanders creates a potential source of new programs for use in other parts of a police department. Therefore, a mechanism should be developed to foster communication among team commanders and other supervisors. Periodic meetings of team commanders and a neighborhood team policing newsletter, both techniques now in use in New York City, may help improve communication. A coordinating group similar to New York City's can be established to investigate local innovations, determine the applicability to other neighborhood teams, and develop program descriptions for utilization elsewhere.

2. *Community relations.*

Team commanders are required to make community relations a concern of every team member. One of the basic reasons for using neighborhood team policing is the difficulty of relying on "omnipresence" to prevent crime, given the low police-citizen ratio. There may be only one patrol officer for 2,000 residents and, on any one shift,[2] there may be only one officer for 3,000 to 7,000 residents or one two-officer patrol unit for twice that many residents. Random or preventive patrol is worse than looking for a needle in a haystack. Criminals can react to police presence and avoid the police. It is like looking for a needle which may move when you get near it.

If the team gains citizen cooperation, however, the job becomes more manageable. There are thousands of citizen eyes for every police eye. If the team earns community support, then crime-control effectiveness may be improved manyfold.

The community also is important because it is a potential source of hostility, disorder and attacks on police. Efforts should be made to contact militants, youth gangs and other hostile groups, to meet with them, and to reach an improved understanding. Just as the United States now considers it to be in its self-interest to communicate with its adversaries, team commanders may find it advantageous to communicate with their potential adversaries.

Finally, the community is important because citizens can volunteer to help the police. Volunteers can be used in a broad range of activities, from clerical assistance in the stationhouse to organizing service activities.

a. *Continuous assignment to a neighborhood.* If police-community relations are to be improved and the police are to develop improved sources of information from the community, each member of the police team must acquire extensive knowledge about his community plus close personal ties to important individuals. These ties may not be quickly developed. As O. W. Wilson and Roy McLaren state in *Police Administration*:

> Frequent beat changes prevent an officer from becoming well acquainted with persons, hazards, and facilities on his beat; they also interfere with continuity of service because the investigation and disposition of cases sometimes extend over several days, and when a change is made, there is delay and sometimes neglect in disposing of those cases. Finally, frequent changes of beat assignments make it difficult to place responsibility for unsatisfactory conditions. Procedures which interfere with the application of the important rule that an officer should be held responsible for the performance of his duties must not be tolerated.[3]

In neighborhood team policing, frequent personnel changes may be particularly disruptive. A team member must know about the neighborhood and the style of other members of his team. Once sound professional interaction has been established, it should not be disrupted by frequently transferring individuals out of the team. Team members will develop a proprietary interest in their neighborhood and the relationship should not be disturbed.

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[2] If a commander were (say) to divide his 20-40 officer team into three equal shifts, then he might have seven to 13 assigned to each shift. Most departments find, however, that sick leave, holidays, vacation, and court time require that there be from 1.7 to 2.0 men assigned to have one on the street. Thus, there will be from four to eight men actually on the street.

[3] Wilson and McLaren, *Police Administration*, p. 328.

The need for continuity will, of course, conflict with the desire of a department to rotate personnel in order to disrupt possible corrupt ties with the neighborhood. This conflict between increasing community ties to improve crime control and disrupting community ties to reduce corruption is inevitable. To resolve this conflict, a chief might consider the position taken by the New York City Police Department when it commenced Operation Neighborhood, its team policing program. The order stated:

> For many years our operating procedures have placed a main emphasis on the prevention of misconduct and many of the restrictive features of this emphasis have had a detrimental effect on police-public relations. While misconduct will continue to be fought with every means possible, the main emphasis of our operating procedures will now be service to the public. Let our actions be guided not by "There is nothing I can do," but by "How can I help?" [4]

b. *Dispatch continuity.* It is not enough that patrol officers be assigned "on paper" to the same neighborhood. In many departments, patrol officers spend from 70 to 85 percent of their time answering calls for service that are not in the "sector" or "beat" to which they are assigned. As a consequence, from 70 to 85 percent of the calls in their own beat may be answered by cars assigned to other beats.

The object of neighborhood team policing is to have patrol officers become familiar with their neighborhood. To capitalize on that familiarity, they should answer as large a percentage of calls in that neighborhood as possible. They also should spend as little time outside their neighborhood as possible.

Two steps may be taken to increase the contact between a team and its neighborhood: (1) define a neighborhood to be large enough for most assignments to be within the neighborhood (somewhat larger than most traditional sectors or beats), and (2) permit cars to take runs out of their neighborhood only in an emergency and to hold (or "stack") non-emergency calls until cars become available. Increasing the size of sectors will mean that it will take somewhat longer for the officer to become familiar with his neighborhood, but that can be compensated for by keeping him assigned to the neighborhood a longer period of time.

Keeping cars in their neighborhood except for an emergency will make it *more likely* that calls (including emergencies) will be handled by the car assigned to a neighborhood. If a car is not sent to a distant sector, it will be closer to an emergency in the neighborhood.

The reason for permitting cars to leave their neighborhoods for an emergency is because the immediate needs of a serious injury or a crime in progress should not be neglected just to fulfill the needs of a "theory of neighborhood policing." However, it is important that "emergency" not be so broadly interpreted that everything is treated as an emergency and cars are never retained in the neighborhood.

It is the natural tendency of dispatch personnel to want to reduce the dispatch backlog and to provide all people with service as rapidly as possible. For that reason, special training of dispatchers may be necessary to get them to apply the new guidelines as intended. An exception in the guidelines might be made for the situations in which the dispatch backlog becomes so lengthy that callers without emergencies are waiting for an extended time before a car can be dispatched. When the backlog reaches a previously agreed limit, cars should be dispatched to the closest call, regardless of neighborhood team policing.

c. *Foot patrol.* Foot patrol, including the encouraging of officers using motorscooters or cars to park and to talk to citizens periodically, is an essential ingredient of the good community relations needed in team policing. As O. W. Wilson and Roy McLaren state in *Police Administration*:

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[4] Chief Inspector Michael J. Codd, T.O.P. 364, New York City Police Department, December 30, 1970.

> It provides the best opportunity for observation within range of the senses and for a close contact with people and things, enabling the patrolman to be of maximum service as an information source and a counselor to the public; and as the eyes and ears of the police department.[5]

d. *Crime control and community relations.* A neighborhood police team should design its crime control program:

- To be consistent with its community-relations program
- To capitalize on goodwill which has been generated through the community relations program.

To accomplish these objectives, the use of aggressive patrol or street interrogations is relatively undesirable. Even when street stops are made on probable cause, they may appear to the neutral (or slightly anti-police) bystander to be repressive or anti-community and this may set back the community relations program.

On the other hand, a careful investigation is a relatively good way to control crime and build community goodwill. First, investigations demonstrate to citizens that the police will listen and will use the information which they supply. Second, investigations are somewhat more likely to permit the officer to make an arrest inside a residence or business or in some manner that is relatively unlikely to create a public spectacle. Furthermore, arrests resulting from investigations are somewhat more likely to be based on sound evidence and to result in successful prosecutions, with their attendant good publicity for the police.

3. ***Encouraging professionalism.***

Police work, both now and under neighborhood team policing, depends on the use of sound judgment by the patrol officer. He is the basic unit in the department. Circumstances force him to make many decisions on his own. His daily work also gives him a wealth of "street knowledge" and information. A sound police organization will: (1) assist the officer to develop sound judgment, and (2) use the officer's knowledge of local problems to develop reasonable, responsive programs.

The team concept rejects the undesirable features of the "quasi-military" model through which commanders give orders and the troops respond. It is that model which caused one New York City patrolman to complain that he was constantly involved in making life and death decisions but that he was treated like a Boy Scout by his superiors.

The team concept also rejects the need for the mountains of written orders found in some departments. The orders often become so voluminous that no one will read or follow them. Instead of treating the officer as a robot which performs a required set of procedures, neighborhood team policing makes the officer responsible for doing his work as his judgment dictates.

a. *A team as a professional group.* A team is a professional group, like a group of doctors. Each of the members can contribute *knowledge,* which may be useful to all the other members of the team. He can also contribute problems or *cases,* which the team can discuss in team meetings or informally so that all officers might be able to handle similar cases better in the future.

A team commander must organize *team meetings* to: (1) discuss *cases,* so that the entire team can learn from mistakes that have been made by any member; (2) exchange information about criminals, crime patterns, community groups (hostile and cooperative) and useful informants or suppliers of information about crime; (3) conduct inservice training in which the team can learn about community resources or new developments in law enforcement; and (4) get the assistance of the team in overall planning, including specific tactics and general approaches to larger problems.

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[5] Wilson and McLaren, *Police Administration*, 1963, p. 334.

b. *Supervision.* As the leader of a team of professionals, the team commander should revise his way of looking at supervision. Neither he nor the other officials working within the team can expect to be at every key incident in which his personnel are involved. There are, simply, too many officers for each official. The supervisor should, therefore, encourage his officers to develop a sense of personal responsibility. He should rarely take over the direction of an incident he supervises. Unless the officer is incapable of handling the situation, the supervisor should observe how the officer performs and subsequently offer suggestions to guide the officer in similar situations in the future. He also should encourage the discussion among officers of situations in which they have been involved so that the officers will learn from their experiences.

It also is appropriate for the supervisor to *sample* the work of members of the team to determine how they seem to be doing and to offer suggestions for the future. For example, he can require that a "trip sheet" be prepared, describing all activity on the shift; and he can set standards for the usual length of time needed to handle different types of calls (providing he encourages officers to spend more time when circumstances call for it) and for other expected activities. He can also arrange for arrest reports to be reviewed, so that suggestions may be made about how to prepare reports, how to obtain admissible evidence, and how to refrain from potentially inflammatory arrest practices.

The team commander is responsible and accountable for his team's operations. He must provide incentives for his team to perform well, and when officers fail to perform well he must take appropriate steps, including consultation, compensatory training, informal sanctions (e.g., disapproval or undesirable assignments) or discipline.

c. *Training and education.* Training and education are crucial in neighborhood team policing for two reasons. First, training and education is necessary to reorient and improve the skills of officers who are used to traditional methods. Second, the existence of a team and team commander creates an opportunity for them to work together with a trainer to implement an inservice training program. A well-designed, on-the-job program will be immediately useful to team members and may therefore be superior to classroom instruction, which often seems divorced from the practical world of police experience.

d. *Shift supervision.* The team commander should provide for supervision of the team in his absence. Preferably, team commanders will have other officials as part of the team. These lower ranking officials (usually sergeants) should be assigned to different shifts. On shifts where an official is not available, an officer should be designated as supervisor.

Team commanders should plan the supervisory program and delegate supervisory tasks to team members. Sergeants can review "trip sheets," ride together with officers to observe their performance, or ride in their own supervisory vehicles. If detectives are assigned to the team, they can review reports of arrests and investigations.

e. *Job satisfaction—effect of the team approach.* The team concept, with its professional approach, is designed to increase the police officer's contribution to the formation of policy. It also recognizes the importance of the officer's information and judgment. To many officers, this change in role may at first be threatening. More is being asked from them, and they may be uncertain about whether they can live up to expectations. However, as the officers become familiar with the program, their satisfaction from their contributing to the completion of the police mission should increase.

It is believed that officers more satisfied with their jobs will become more productive. They will identify more with the police department's mission, as defined by their team, and will devote more effort to furthering that mission. They also will become more satisfied with their professional roles and less likely to take out their job frustrations through insensitive or aggressive behavior toward citizens.

Once professional enthusiasm develops, a variety of new alternatives may become possible. In Detroit's Beat Commander experiment, for example, the team commanders decided that it was a waste of an officer's time to have him serve as a "chauffeur." Therefore, they drove alone. For supervisors, even in rough areas, this decision makes sense. In most instances, they are involved in street situations only when a patrol officer has gotten there first or is already on his way.

There may also be officers who prefer solo patrol, even in the departments where unions have required two-officer patrol. These men apparently feel that they may be safe if they are operating alone. While many police officers may call this false bravery or unsafe conduct, a team commander may form his own judgment about the officer's sense of responsibility. Depending on the area and the assignment, the team commander may accept voluntary assignments to one man cars. Providing that the assignments remain truly voluntary and that the policy is fully explained, such a change should create little difficulty with responsible unions or organizations.

f. *Reduced boredom.* Neighborhood team policing also results in more job satisfaction by reducing the boredom of which patrol officers often complain. First, the team commander's plan will result in a manpower allocation plan that is matched to the demand for services. In many areas, this will result in fewer "graveyard shift" (12 midnight to 8 a.m.) assignments and, correspondingly, in a greater opportunity for human contact.

Second, community contact is encouraged. In addition to specific assignments from the team commander and to dispatched assignments, which average fewer than one assignment every 90 minutes to three hours in many cities, the officer is expected to meet people and develop sources of information which may become useful in crime investigations.

Third, individual officers may attend meetings of community groups or action organizations; and these assignments can result in a fuller understanding of community problems and, ultimately, a greater desire to serve the community.

Fourth, assignments may be more varied than patrol personnel now receive. For example, plainclothes assignments, stakeouts or continuing crime investigations may become part of an ordinary work day.

Fifth, there is greater emphasis on the importance of the service activities which take about 85 percent of an officer's time. At present, these activities often are considered by many officers to be a diversion from "more important" crime control activities. Under neighborhood team policing, service activities are considered essential and rewarded appropriately.

g. *Employee incentives.* On a periodic basis, the team commander and other supervisors within the team should evaluate team members. The evaluation procedure must recognize contributions made to the team goals, whether by making arrests, handling tense situations, increasing the flow of information, or other essential activities. The traditional count of arrests and traffic tickets is not sufficient to provide the proper incentive for improving community service.

It is important that good personnel evaluation procedures be implemented and used. Patrolmen doing a good job should be rewarded without being reassigned to some specialized bureau or to a supervisory position. Providing that detectives are assigned to teams, promotion to the rank of detective—within the same neighborhood team—may be an appropriate reward.

Good supervision also should be recognized, perhaps by creating new grades within the rank of lieutenant or sergeant. Accomplishments of the team should be part of the evaluation of team commanders.

Progressive unions will seek to implement these incentive systems. Methods which improve performance will increase the department's reputation, increase citizen satisfaction and enable the union and chief to obtain higher pay for the entire department.

4. *Investigations.*

Most police departments have restricted follow-up investigations to their detective divisions. The principal reasons given for this division of labor are: (1) the special ability, training and experience of detectives, and (2) the difficulty of arranging for a patrol officer to leave his beat for protracted investigations.

These are important arguments which cannot be too easily overcome; however, it is believed that a more flexible approach may be called for under neighborhood team policing. A team commander should be able to decide that some of his men are talented in investigation and, working alone or in active collaboration with detectives, could do a superior job of handling an investigation. In some cases, the patrol officer will have access to informants or public cooperation to which no detective will have access. In other cases, the initial contact with a witness may have been made by the patrolman and he may have established a special rapport which should be maintained to increase the chance that the witness will continue to cooperate.

Of course, there will be cases to which no members of the team will seem suited and it will be appropriate to assign other department resources to take complete responsibility or to assist a team member. The patrolman who started the case may not be skilled in investigation or may be more useful in some other assignment. The case may require special investigative skills not found in the team. Or there may be some special higher-priority problem in the neighborhood, such as the need to deal tactfully with a potential campus uprising or a touchy labor dispute.

a. *Assignment of detectives to teams.* The rivalry between patrol and detective units in many departments is natural, given the aspirations of many officers to become part of the detective division and the desire of many detectives to maintain control over investigative activities.

On the other hand, it is widely recognized that:

> The communication of information between patrol officers and investigators is a vital factor in the success of criminal investigations. Investigators should make every effort to foster the cooperation and enthusiasm of patrol officers through frequent personal contacts, by making certain that beat officers receive acknowledgment in reports and press releases, and by fostering preliminary investigations by patrolmen. One of the fastest ways to stop the cooperation between patrol officers and investigators is to have the latter rework the preliminary investigation as if the patrol officer were not to be trusted.[6]

The value of patrol officers to investigators was forcefully stated by August Vollmer, the father of the Berkeley policing system. Talking in the context of the 1930s, he stressed that the patrol officer's:

> knowledge of "who's who," including good, bad, and indifferent, young and old, is absolutely essential to good police administration. The rules require that the policemen make inquiries concerning the character, occupation, and habits of every resident of his beat, so that whenever his superiors desire information about any person living within the area that he patrols, he can supply it without delay. The conduct of all known criminals and "bad characters," their actions, the places they enter or frequent, must be observed and recorded, as well as the names, residences, and occupations of the persons with whom they associate. Knowledge of the habits of a criminal and his friends may supply an important link in investigation of a major crime.[7]

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[6] Wilson and McLaren, *Police Administration*, pp. 385–6.

[7] August Vollmer, *The Police and Modern Society*, Patterson Smith, 1936 (reprinted, Montclair, New Jersey, 1971), pp. 217–218.

While this description of the job of the officer makes him sound like "big brother," the basic principle still applies. The officer should know the *important characteristics* of his neighborhood—the characteristics which will help him to solve crimes and provide effective police service.

The potential value of detectives to the patrol force may also be stressed. Wilson and McLaren state that:

> The effectiveness of the department in the investigation of crimes is further increased by keeping the patrol force currently informed of the operation and whereabouts of criminals and of wanted persons, of their associates, hangouts, descriptions, methods of operation, and automobiles used.[8]

Given the interdependence of the effective operation of the patrol and detective divisions, it is natural that some departments are now beginning to consider the assignment of detectives to work together with patrol officers. Berkeley, Cincinnati, Dallas, New York City, Venice, Albany and Holyoke all assign at least a few detectives to work with patrol officers.

Detectives assigned to teams continue to be recognized as investigative specialists. They can be of great use in conducting local investigations and in training patrol officers to increase the quality of preliminary and followup investigations. The detectives can also share their knowledge about how to develop useful sources of information in the community and how to prepare a case properly for trial. Consequently, the detectives should improve the quality of investigative work and reduce the need for detectives to re-do preliminary investigations and duplicate patrol efforts. This should permit detectives to concentrate on the hard cases which require special training or experience.

The special investigative knowledge and skills of detectives may also contribute to the team planning process. The detectives can sometimes detect a pattern of crime which patrol officers and supervisors might otherwise overlook.

In neighborhood team policing, patrolmen will be developing their own sources of information. By placing a detective in the team, patrolmen and detectives may be able to share some of these information resources. When an informant will deal only with a particular patrolman or detective, other members of the team should ask that officer to develop information for them.

b. *Retaining some centralized detective units.* All detectives should not be assigned to work with patrolmen. Strong reasons can be found for working simultaneously on *neighborhood crime patterns* (through patrol-detective cooperation) and on *wider-area or specialized crime patterns* (through city-wide detective investigations and specialized crime units, such as a homicide unit). The job of the police chief is to strike the proper balance between both forms of effort. It is likely, however, that even the city-wide efforts may benefit if patrolmen and detectives are cooperating on local problems. This cooperation may benefit the specialized detective who seeks local information either from a fellow detective or from a patrolman who is accustomed to working closely with a detective.

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[8] Wilson and McLaren, *Police Administration*, p. 370.

CHAPTER II. SURVEY OF TEAM POLICING

Many cities throughout the United States are using some form of neighborhood team policing, and the authors and other researchers at The Urban Institute have assisted in implementing or evaluating neighborhood team programs in Detroit, New York City and Cincinnati. In February and March, 1973, one of the authors interviewed police officials in brief visits to five team policing cities: St. Petersburg, Florida (Public Safety Team); Los Angeles, California (Venice Division's Team 28); Oxnard, California (Neighborhood Car Plan); Cincinnati, Ohio (ComSec) and Albany, New York (Neighborhood Police Unit). The Los Angeles Basic Car Plan, the Syracuse Crime Control Team and the Holyoke Team Policing program also are described in this chapter, to give the reader a broader acquaintance with team policing cities.

Two tables summarize the characteristics of the team policing programs which were studied in some detail. Table II–1 summarizes the administrative considerations of planning, funding, training, evaluation and manpower in these cities and in "Ideal City," which is considered to have adopted the recommendations in this book. Table II–2 summarizes the organization and operational elements for Ideal City and each of the cities mentioned above. Brief narrative descriptions of the programs in each city follow the tables.

Four of the programs, St. Petersburg, Venice, Cincinnati and Albany, contain most of the elements of our suggested organization. Cincinnati's Planning Task Force is the basis for our recommendation that a task force be used in the planning process. Venice's extensive Block Captain program is an example of an innovative system to involve the community in crime prevention.

The programs in Albany and St. Petersburg have demonstrated how comprehensive team policing programs can work. In Albany, police-operated storefronts are kept open 24 hours a day, and police serve as advocates for residents even on complaints against the city. Although Oxnard's program is not team policing in full bloom, it does demonstrate that team policing can improve police-community relations without additional funding or manpower.

Detroit's program demonstrated some of the difficulties encountered when middle management (lieutenants, captains) is not included in the program and the department's top officials are not united in support of the program (Detroit's project was dropped despite promising results). New York City's program, although excellent on paper, seems not to have reached its potential because of difficulties in implementation.

Finally, the Los Angeles Basic Car Plan, the Syracuse Crime Control Team and the Dayton Team Policing Program do not fit the definition of neighborhood team policing because they do not fit the definition presented in Chapter 2 (see pp. 48 to 49, which discuss each of these programs).

HOLYOKE

Holyoke, Massachusetts had a population of approximately 50,000 people in 1972, and a police force of 117 men. It is the smallest of the cities reviewed in this study.[1] The first Team Policing Unit was implemented in December 1970 in "The Flats," an old area of the city with a population of 5,000 people (40 percent Puerto Rican and 10 percent Black), characterized by overcrowding, poverty and the city's highest crime rate. The formation of a team for "The Flats" was precipitated by open racial conflict in

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[1] No site visit was made to Holyoke. The information presented here is based on material in an unpublished manuscript being prepared for publication by The Police Foundation, Washington, D.C. and on a telephone interview with the Holyoke Team Project Director, Captain George F. Burns (April 27, 1973).

TABLE [illegible]–1. **Administrative Elements***

City	Characteristics of City	Planning	Funding	Training	Evaluation	Personnel Allocation
"Ideal City" (Suggested Neighborhood Team Policing Organization)	• 50,000 to 9 million people • 100 to 35,000-officer police force	• 6 months to one year • Task Force representative of all levels of department • Citizen involvement in planning	• Funding for training, necessary equipment and personnel, and overtime pay for continuing investigations and team meetings	• Extensive training for supervisors and patrolmen	• Optional	• Allocation of officers to teams proportional to workload • Does not necessarily require more officers
Holyoke Team Policing Units	• 50,000 people •117-officer police force	• 6 months • Team Commander and planners from Model Cities and the Regional Planning Commission • Officers chosen for the first unit	• $40,000 from LEAA for equipment • $150,000 from Model Cities for personnel	• 3 months • Travel to other cities • Visiting experts • Focus on the team policing concept, community relations, criminalistics	• Not yet completed • Based on crime, arrests, community and police surveys, service calls, community contacts • No adequate controls	• Officers allocated roughly proportionate to population • Community service officers also assigned • Does not require more sworn officers
Albany Neighborhood Police Unit	• 115,000 residents • 400-officer police force	• 6 months • Crime control coordinator and team supervisor—extensive analysis of community • Limited police officer and community input	• OLEA (1968); $337,000 for year for personnel, equipment, training and evaluation	• 160-hour training program for all personnel, with emphasis on social problems, referral, crisis intervention, police-community relations • Community participation in training • Officers encouraged to talk to citizens in the field	• External firm to evaluate program using police and community attitude survey at 3 points in time; police control group to be used	• Allocation based on previous workload and time for community relations work. Team strength 50 to 100 percent above previous levels
St. Petersburg Public Safety Team	• 270,000 residents • 310-officer police force	• 9 month period • Primarily by Chief of Planning and team commander • 3 additional officers in final stages • Some community input	• LEAA—$86,000 for one year—primarily for equipment, cars and portable radios	• First team: 80 hours • Confrontation and stress management, black history, community attitudes, investigative skills, visits to businessmen, rap groups with youth • Other teams: similar 40 hour program + M.B.O.**	• Internal evaluation—control group, pre-post, community attitudes, police attitudes, clearance rates, crime, calls for service, and meeting M.B.O. goals	• Manpower assigned to teams based on manpower consumption, average manpower, previous allocation, percentage of calls • Maximum manpower at peak times • Steady tours, regular days off

** Management by Objective

TABLE II-1. Administrative Elements*—Continued

Cincinnati ComSec	• 500,000 residents • 1,000-officer police force	• Entire planning process over 2 years • 1 year planning effort funded by Police Foundation for $100,000 • Task Force representative at all levels of ComSec (15 men) • Effort to get citizen, middle management and officer input at all stages of planning	• $2.4 million grant from Police Foundation • $420,000 grant from Police Foundation for evaluation	• Supervisors: management training • All team members: 40 hours (role-playing group work) on communications skills, referral, technical training, team building	• External evaluation of police, resident, business and victim attitudes, pre-post and controls (but program may expand into control areas) • Victimization Survey • Also crime, clearance and closure rates, effectiveness of team meetings and training and success in meeting ComSec objectives	• Allocation of officers based on workload and increased time for new responsibilities • Increase of about 50 percent over previous level • Teams to deploy manpower as see fit, most men on at peak times • Foot patrol emphasis
Detroit Beat Commander System	• 1,500,000 residents • 5,400-officer police force	• Primarily done by Commissioner and Urban Institute, with some input from command staff • No patrol or citizen input	• $150,000 Ford Foundation grant for external evaluation	• None	• External evaluation of crime, sick days, arrests leading to prosecution, police attitudes (no formal control group)	• Team given less than proportional share of manpower based on crime rate
Venice Division Los Angeles Police Department, Team 28	• About 2,800,000 residents in Los Angeles • 6,500-officer police force L.A.P.D.	• 6 month period • Initial-L.A.P.D. crime control committee • Later, team commander, project administrator and administrative assistant • Limited other police or community input	• $260,000 LEAA Crime Specific Program • $140,000 in overtime for community work	All team members: • Three day seminar on objectives, participative management by objectives, community involvement • Fingerprinting, security	• Internal evaluation of crime rates, team goals, traffic accidents, police and community attitudes, pre-post, with control groups	• Team given less than number of officers proportionate to workload in Venice Division
Oxnard Neighborhood Car Plan	• 82,000 residents • 100-officer police force	• 6 month period • Chief was primary planner • Limited input from community or other police	• None	• College courses in community mental health and Spanish • Recognized need for group dynamics and ethnic studies	• Chief evaluating police attitudes, one year and two years after program started • Control group of police • Crime, arrest, job satisfaction measures	• Manpower assigned based on workload—no increase in manpower • Maximum manpower at peak hours • Ten hour days-4-day week used

TABLE II-1. Administrative Elements*—Continued

City	Characteristics of City	Planning	Funding	Training	Evaluation	Personnel Allocation
New York Neighborhood Police Teams	• 8 million residents • 30,000-officer police force	• Planning Division and Urban Institute • No other police or community input	• $75,000 LEAA evaluation and $150,000 training	• First tour team commanders thoroughly briefed—no formal training otherwise • Later, after 1-1/2 years of operation, all team commanders and officers in 5 precincts were trained	• External evaluation of crime, arrests, job satisfaction, police and community attitudes, pre-post and comparison groups	• Manpower allocated to teams based on share of workload • On average, teams had less than share of men
Los Angeles Basic Car Plan	• 2,800,000 residents • 6,500-officer police force	• Chief and Planning staff • No community or patrol input	• None	• None	• No formal evaluation • Areas monitored on monthly basis by division commander	• Basic Car Districts established on workload • No overall increase in manpower

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* The descriptions in this table generally apply to the first team implemented in a city.

the summer of 1970. A second unit was instituted in August 1972, a third unit in January 1973, and a fourth unit in April 1973, completing city-wide expansion of the program.

Funding

The first unit was funded with a $40,000 grant from the Law Enforcement Assistance Administration and a $150,000 grant from Model Cities. The LEAA grant was used for equipment while the Model Cities grant was used for personnel, the service officer project and community relations projects. The second unit also received an LEAA grant for equipment. LEAA Discretionary funds were used to help implement the third and fourth units.

Planning and Training

Planning for the first unit was done primarily by Captain Burns with assistance from planners from Model Cities and the Regional Planning Commission. They developed the program based on the President's Crime Commission Reports and wrote proposals for funding over a six-month period. Planning the details of unit operations took place during the training period.

The first unit's training took place over a period of three months. It was focused on the team policing concept, community relations and criminalistics. The patrolmen became deeply involved in planning unit operations as part of the training process. They travelled to other cities to get information, questioned visiting police experts from other cities and universities, and formed committees to investigate items such as uniforms, equipment, rules and procedures, e.g., investigative procedures. Similar training was given to teams implemented later.

Organization

The first unit was commanded by a captain and had a complement of 12 police officers (volunteers) and four community service officers (all Puerto Rican). The captain reported directly to the Chief and had absolute responsibility for the team area. All calls went directly to the team or were referred to the unit's storefront headquarters. No non-team policemen were allowed to enter the team area.

The patrol officers and community service officers had responsibility for all police services and investigations (except homicide) in the area. Unit members wore blazers[2] and slacks and worked out of a storefront headquarters.

At this time, detectives have also been assigned to the city's four units. Homicides are still handled centrally by the Captain of Detectives.

Community Orientation

Emphasis is placed on establishing a positive working relationship with the community through both formal (advisory board, monthly community meetings) and informal mechanisms (storefront headquarters, emphasis on service to the community, and a non-aggressive patrol stance). The community has become a valuable source of crime information and has made significant contributions to policy decisions.

Planning within the Team

Holyoke was probably more successful than any other team policing program in developing a professional, democratic model of team operations. Team policemen take the major responsibility for planning unit operations. They form committees to work on specific areas (e.g., organization, training, department liaison), write their own manual of rules and procedures, and use a democratic model for making decisions on operational and managerial matters (subject to veto by the unit commander). Deployment and scheduling are based on workload and the needs of the community. They are reviewed periodically by the teams.

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[2] Although both the community and patrol officers supported the use of blazers instead of the traditional uniforms in subsequent units, they were not used because of opposition from the local alderman.

TABLE II-2. Organizational and Operational Elements*

CITY	TEAM AREA DESCRIPTION	COMPOSITION OF TEAM	SUPERVISION
"Ideal City"	• Team policing applicable to any area • 12,000 to 35,000 population	• 1 Lieutenant-commander 3-4 Sergeants- Assistant team commanders	• Commander: 24 hour responsibility for team. Authority to police area in most effective way • Assistant Commanders: supervision, training, administration and special tasks (e.g., crime analysis) • Professional Model: patrolmen participate in decision-making and call supervisor when needed
Holyoke Team Policing Units	• Implemented December 1970 • 5,000 people (poor, 40 percent Puerto Rican, 10 percent Black)	• Captain 12 officers 4 community service officers (Puerto Ricans) • Volunteers	• Captain has 24 hour responsibility for team • Team formed committee and wrote guidelines • Team decisions subject to commander's veto • Scheduling of work by team
Albany Neighborhood Police Unit	• Implemented July 1971 • 10,000 residents (50% black) • Poverty, street crime, unemployment, substandard housing prevalent • Second Unit to similar area, October 1972	• First Unit: Lieutenant-commander 4 Sergeants 31 Patrol officers • Second Unit: Lieutenant-commander 4 Sergeants 41 patrol officers 4 Detectives • Officers *not* representative of overall quality of personnel	• Essentially like "Ideal City" • Sergeants work permanent tours of duty, as do officers, establishing a stable supervisory relationship within the team
St. Petersburg Public Safety Team	• April 1972 • 26,000 residents • 99 percent black • Median income $5,000 • High unemployment, substandard housing • City-wide (5 teams) March 1973	• First Team: Lieutenant-commander 3 sergeants 21 patrol officers 3 detectives 1 secretary • Under City-wide teams, no detectives assigned to teams • Officers representative of overall quality of personnel	• Lieutenant has 24 hour responsibility • Sergeants are primarily administrators available for supervision when needed

* Descriptions given in this chart generally are based on the first team implemented.

INVESTIGATIVE FUNCTION	STABILITY OF ASSIGNMENT TO NEIGHBORHOOD	CRIME ANALYSIS AND PLANNING	COMMUNITY INTERACTION
• Detectives assigned to teams • Patrolmen responsible for investigations as determined by team commander	• Commander has influence over outside units working in team area—can call on need basis • Assignment to team for long period of time • Team members dispatched out of area only in emergencies	• Regular analysis of crime patterns and workload to determine scheduling and deployment—most man power at peak hours—use of foot, plainclothes, patrol and innovative approaches to crime control • Patrol officers participation where possible	• Patrolmen develop rapport with community • Community input: advising, volunteers, crime information • Service orientation—referral systems—use alternatives to arrest—follow-up on citizen complaints
• Officers do all investigations but homicide	• *All* calls in team area handled by team	• Deployment based on crime • Team sets policy on operations	• Community service emphasis • Officers wear blazers, slacks • Storefront headquarters • Monthly meetings of advisory board • Non-aggressive patrol
• First Unit: • All investigations handled by patrol officers • Second Unit: Detectives handle investigations, analyze crime patterns and suspect data	• Commander has complete authority in area—*area integrity strictly upheld* • No cars dispatched in area • Unit cars seldom dispatched out • 40 percent turnover in 2 years but department believes it has not disrupted Unit identification	• Deployment based on crime • Use of foot, scooter and plainclothes patrol • Some participation in crime analysis by patrol officers • More emphasis on crime analysis in second unit through detectives	• Personal contact with public emphasized • Referrals made • Police act as advocate for citizen in complaints • Lieutenant active in community groups • Advisory Board for second unit • Storefronts in both units manned 24 hours/day • Special blazers and cars used by units
• First Team: Patrol officers responsible for all investigation; detectives assisted and trained but also patrol • Under city-wide: Patrol officers handle all investigations except homicide, robbery, rape, forgery and auto theft	• Maintained through stacking, screening, orientation • Only Narcotics Squad operates in area without request • Assignments to teams fairly stable • Dispatched out only on emergencies	• Pin maps, crime by day and hour used to detect patterns and allocate men • Emphasis on foot patrol in heavy pedestrian problem areas • Lieutenant-commander constructs budget for team	• Regular community meetings • Emphasis on nonaggressive patrol stance • Team commander active in community relations • Blazers, different colored cars

TABLE II-2. Organizational and Operational Elements*—Continued

CITY	TEAM AREA DESCRIPTION	COMPOSITION OF TEAM	SUPERVISION
Cincinnati ComSec	• March 1973 • 35,000 residents • 52,000 non-resident workers • 225,000 shoppers and tourists daily • 6 team areas, each distinctive neighborhood: middle class and poor; black, white and mixed; residential and business • District as whole accounts for 25% of City's reported crime	• Each team has: Lieutenant-leader, 3–4 sergeants-assistant leaders, (officers generally representative of overall quality of personnel) 1–5 detectives 11–47 patrol officers	• Lieutenant has 24 hour responsibility for team area and coordination with other teams • Sergeants have field supervision responsibilities, planning and coordination of community relations • Heavy emphasis on officer participation in running team • Regularly scheduled team meetings
Detroit Beat Commander System	• April 1970 • High crime • 12,000 residents • 99 percent black • Poverty • Unemployment	• Sergeant-commander 1 Sergeant-assistant commander 24 patrolmen (18 black, mostly young and energetic) 3 Detectives	• Team commander has 24 hour responsibility but authority limited by conflicts with captains and lieutenants • Commander primarily administrator and planning • Assistant-field supervision
Venice Division Los Angeles Police Department Team 28	• 35,000 residents • 89 percent white • middle to low income • high burglary rate	• Lieutenant-Commander 4 Sergeants 22 patrolmen 3 traffic officers 2 accident investigators 1 administrative assistant 2 typists 6 Detectives	• Team commander has 24 hour responsibility and wide latitude and authority in area • Sergeants-professional supervision • Participative management • Patrolman supervision on night watch
Oxnard Neighborhood Car Plan	• January 1971 13,000 residents 90 percent Mexican-American • Poverty, high crime, high unemployment, substandard housing	• First Team: Lieutenant-commander 1 Sergeant 13 Patrol officers • Selected volunteers	• Lieutenant has responsibility for area on 24 hour basis • Lieutenant and Sergeant also take on city-wide supervision when on duty, but they are involved in planning, training and community relations • Monthly team meetings
New York Neighborhood Police Teams	• First Four Teams: January 1971 • Recently: 5 entire precincts (29 teams) 32 precincts with one or two teams in part of precinct	Each Team: • 1 Sergeant as team commander • 20–50 men in each team • (Plan to experiment with Lieutenant-Commander)	• Team commander has 24 hour responsibility and authority for crime analysis, deployment, special projects • Role of other supervisors (lieutenants and patrol sergeants) sometimes conflicting

INVESTIGATIVE FUNCTION	STABILITY OF ASSIGNMENT TO NEIGHBORHOOD	CRIME ANALYSIS AND PLANNING	COMMUNITY INTERACTION
• Team responsibility for all investigations except homicide • Patrolmen responsible for all preliminary investigations—can close case • Detectives handle ongoing investigations and can reopen cases after review	• Use of community service assistants in Model Cities areas to ease patrolmen workload • Dispatched out only when absolutely necessary • Long term assignment to teams	• Weekly and monthly analysis of crime patterns, spot maps • Collators may keep modus operandi, name file, and suspect file and feed crime information to teams*	• Regular community meetings • Referral system • Complaint system • Orientation to service and alternatives to arrest, police contact with citizens (park and talk) • Community Service Assistants in Model Cities areas • Police responsibility for keeping area safe and healthy
• Detectives handle all investigations • Excellent patrolmen-detective communication	• Runs out only in emergency • Difficulty keeping officers in area but runs out of area down to 10–15 percent near end of project	• Crime analysis by commander and sergeants • Most men at peak hours • Emphasis on foot, scooter and plainclothes	• Emphasis on personal contact, park and talk, attendance at community meetings • Some use of aggressive patrol, particularly in the beginning of the program
• Detectives handle all investigations and train patrolmen in investigative skills • Close patrol-detective cooperation	• Low priority calls handled by phone if possible • Steady tours—3 month rotation • Only 6 percent of runs out of team area • No other units enter area	• Crime Control Committee (Detective, Sergeant and one officer from each watch) analyzes crime weekly and plans • Most men at peak hours • Plainclothes tandem and other patrol modes used	• Extensive program of Block Captains for information exchange • Officers meet residents in coffeee klatches at Block Captains' homes
• Team has *no* new investigative responsibility; detectives *not* assigned to team	• Try to keep in area. No information available on runs in and out of team area	• Little emphasis on crime analysis and planning	• Heavy emphasis on service orientation non-aggressive approach • Participation in community projects • Citizen Advisory Board of residents (not leaders of the community)
• No change—detectives not assigned to most teams—no new investigative responsibility for officers • 8 detectives assigned to teams in five precincts in March 1973 on experimental basis	• Guidelines say runs out of neighborhood only in emergency (but average of 50 percent runs out by team, and other units go into neighborhood 50 percent of runs) • Conflicting department programs move officers out of teams	• Crime analysis done by team commander • Use of various "charts" to use most men men at peak hours • Foot, scooter, plainclothes patrol and special projects used	• Team commander attendance at community meetings • Use of volunteer auxillary police • Men encouraged to develop rapport; park, walk and talk

* The job of collator is being redefined for the sixth time.

TABLE II-2. Organizational and Operational Elements*—Continued

CITY	TEAM AREA DESCRIPTION	COMPOSITION OF TEAM	SUPERVISION
Los Angeles Basic Car Plan	• City-wide April 1970 • 83 Basic Car Districts in 17 Divisions	• Each Basic Car Unit: 9 officers 1 lead officer 5 senior officers 3 officers with less experience • More "qualified" officers selected for Basic Cars	• No geographic responsibility in any one supervisor • Team leader is only coordinator and he has no supervisory power • Sergeant is team advisor and counselor

Expansion

The expansion to city-wide use of team policing units was accomplished over a three-year period with limited changes taking place in organization. One basic change evolved from the first unit's request for supervision in difficult situations (the first unit was basically unsupervised in the field through its first six months of operation). Now each unit is commanded by a sergeant who has 24 hour responsibility for the area.

Evaluation

The first unit was not evaluated on the basis of crime and arrest statistics because no baseline data existed. However, the recordkeeping and reporting procedures developed by the unit have been put into use in all units and an in-house evaluation based on crime, arrests, service calls, and community contacts is now near completion. In addition, community and police attitude surveys have been conducted for each unit.

ALBANY

Albany, New York, with a population of 115,000 and a police department of about 400 officers, is a relatively small city using neighborhood team policing.

The first Neighborhood Police Unit was implemented in Albany on July 1, 1971, in the South End, an area containing 10,000 residents (50% black) and characterized by poverty, substandard housing, unemployment and a high rate of street crime.

Funding

The first unit received a $337,587 one-year grant under the Omnibus Crime Control and Safe Streets Act of 1968, including money for personnel, equipment, training and evaluation. A second unit was instituted in the neighboring Arbor Hill community in October 1972 and was funded under an LEAA grant of $289,253. Continuing costs for personnel and equipment will be absorbed by the city.

The objectives of both units were to reduce crime, improve police-community relations and expand the role of police by working with area social service agencies.

Planning

Planning for both units involved a six-month

INVESTIGATIVE FUNCTION	STABILITY OF ASSIGNMENT TO NEIGHBORHOOD	CRIME ANALYSIS AND PLANNING	COMMUNITY INTERACTION
• No change (detectives not assigned to team, no increase in investigative responsibility of patrolmen)	• Overlapping "X" cars used in heavier workload periods—not part of the team • Stable assignment to Basic Car • Runs in and out of neighborhood not tightly controlled	• Most men at peak hours • No crime analysis at Basic Car level	• Monthly community meetings of 9 officers and residents

period in which the unit supervisors and the Crime Control Coordinator made an extensive study of the community, talking to citizens, social service agencies, planning patrol assignments, etc.

Training

A 160-hour training program was given to all unit personnel with the assistance of the State University and the New York State Police Academy. Four two-day sessions, in which community residents were involved, dealt with drug abuse, poverty, juvenile delinquency and race relations. Representatives of social service agencies acquainted officers with the resources available in the community. Other topics included crisis intervention, innovative police methods and police-community relations.

Perhaps the most important "training" occurred after the formal training when the officers spent two weeks in the neighborhood in plain clothes just talking to people and getting to know them outside the normal job situation.

Organization

Both neighborhoods are supervised by lieutenants selected about six months prior to implementation. The team supervisor, Police Chief and Crime Coordinator selected sergeants and patrol officers from those who volunteered. The first unit had four sergeants and 31 patrolmen. The second unit had four sergeants and 45 patrolmen. Manpower allocation was based on previous coverage, previous man-hours and estimated man-hours, including time for calls and community relations work. The resulting allocation was 50 to 100 percent more than previous levels.

The units' supervisors report directly to the chief and work closely with the crime coordinator. They operate essentially as small area police chiefs, responsible for operating the unit, deploying personnel, maintaining cooperation with the community and other social service units. The integrity of the units' area is strictly maintained; any officer or detective who enters the team area must be accompanied by an officer from the neighborhood unit when he makes contact with any citizen.

Investigation

In the first unit, all investigative functions are handled by the officers. Cases are closed, subject to the unit supervisor's approval. Detectives and identification men can be asked to aid in an investigation. In the second unit, another investigative model is being tested to see if the unit can make better use of crime information through analysis of crime patterns, etc. Four detective positions were included in the unit because the crime problem was heavier for the second unit. It was also a way of promoting officers within the team. One detective was assigned to the unit and three unit patrolmen were given detective positions after the unit was observed and rated by the detective. These men also have crime prevention duties. The second unit also has two patrolmen who are community relations officers, whose main function is to meet with the public and visit schools.

Community Orientation

Both units operate storefronts around-the-clock. The storefront's desk officer is responsible for maintaining records, completing crime analysis forms and maintaining relations with social service agencies. Referrals are made either by the police at the storefront or on patrol whenever possible. Referrals are recorded and follow-ups are made.

Complaints about city services are handled in a unique way, made possible by Albany's size and the power of the mayor. The police act as the complainant, filling out a special referral form which is then sent to the chief. The chief refers it to the mayor and the mayor sees to it that the agency involved acts. The agency notifies the chief when action has been taken. As a result of this process and the education of citizens by the police, many citizens now make complaints on their own.

Both units have blazer outfits with concealed guns. This is intended to create an informal, professional appearance and to improve community relations. Unit cars are painted a distinctive color, and citizens seem to identify the units as "their police." Even a relatively high turnover of 40 percent of the patrol officers (due primarily to promotions) in two years did not seem to the department to destroy this identification. The potentially disruptive effect of the high turnover rate on community relations was reduced by having a new officer introduced to residents by an "old" officer in the same unit.

Personal contacts with the public seem primary to the first unit's success. Rap sessions at the schools, attendance at community meetings and the lieutenant's interest in serving on community committees and the board of directors of one community organization have brought the police closer to the community. Militant leaders in the area are reported to have moved to another area as the police have become a legitimate part of the community power structure. A bimonthly newsletter is used to further inform the public of what the police are doing.

In Arbor Hill, a citizen Advisory Committee has been formed to assist the unit in crime prevention and police-community rapport. The committee, consisting of 15 representatives of various agencies and interest groups in the community, meets regularly to advise the police on planning and objectives.

Deployment

The officers work permanent tours of duty arranged so that most officers work at peak crime times. No difficulty was encountered in getting men for any one shift. The sergeants also work permanent tours so that there is continuity of supervision between a sergeant and the man on that tour. Special assignments, such as plainclothes, special footposts and scooter patrol are used when needed.

Information Exchange

Information exchange is done on an informal basis with men going off duty talking to the next shift for a few minutes. The sergeant is responsible for keeping the men informed.

Crime Analysis

Analysis of geographical crime patterns is done primarily with pin maps. Although crime records are maintained by day of week for the city, they cannot yet be used for the unit because of the reorganization of unit boundaries. The unit makes regular reports on arrests, referrals and crime to the crime control coordinator. The second unit will also analyze victim and suspect data on a weekly basis.

Dispatch

Dispatch out of area has not been a problem here. Unit officers are sometimes dispatched to back up "the men in blue," but the blue is kept out of the team's neighborhood. The unit officers seemed to have proved their worth to the rest of the department and officers who were at first reluctant to volunteer for the unit now want to join.

Team Cohesion

It is important to note the strong unit cohesiveness. The unit uses peer pressure to keep itself operating effectively and officers who are not doing a job can be voted out of the unit by the other officers. The crime control coordinator attributed this cohesiveness to the leadership abilities of the unit supervisors.

Evaluation

Albany has received funding for evaluations of both of its neighborhood units. The evaluation will concentrate on monitoring attitude changes in the community and in the police. (The evaluation of the first unit is completed but not yet available.)

ST. PETERSBURG

St. Petersburg initiated its first Public Safety Team in April 1972. By March 1973 there were five teams and the entire city was converted to team policing.

The St. Petersburg Public Safety Agency is young and well-educated (with 71 percent of the officers having some college education). The first Public Safety Team had the following characteristics:

- 6 years of service (average)
- 32 years old (average)
- 52 percent with some college education.

The city's population is about 270,000 and the police force has 15 lieutenants, 40 sergeants and 310 officers (134 assigned to patrol).

Much of the reported success with the project seems to come from:—

- Non-aggressive, service-oriented policies
- The team commander's skill in dealing with the community.

Management by Objectives

A major innovation which deserves special mention is the use of Management by Objectives in conjunction with team policing. Management by Objectives requires a team to come to agreement on broad goals and specific objectives and to plan programs to meet those objectives. It gives the teams, the department and the community measures by which to judge the performance of the team and increases the team's awareness of its purpose and accountability. It also provides the basis for team commanders and sergeants to build a budget for the team—another important responsibility that has been delegated to the teams.

The first team established its objectives about three months after implementation. Input from officers was voluntary, with about 50 percent submitting suggestions. The general goals were:

- To provide a safe environment for citizens
- To improve interpersonal communication and understanding between the team and citizens in order to strengthen support for law enforcement

- To demonstrate adequate manpower availability
- To establish and develop generalists and self-supervisors.

Each general goal was broken down into specific objectives such as "reduce street crimes by 25 percent no later than March 15, 1973" or "insure that one-half of all *on-duty* personnel are available for calls by no later than April 10, 1972."

Programs were then designed to meet each of these objectives. For example, community education, intensive mobile and walking patrols and increased apprehension programs were designed to reduce street crime. To meet the manpower availability objective, roll-call and read-off procedures were eliminated, men stayed in service until their replacements reported, and all men were given walkie-talkies so they would be available for calls.

The objectives and programs allowed the team to develop performance indicators such as those listed here:

- Manpower availability: number of team members available for service at a given time
- Generalists: number of cases completed by team members
- Community-police understanding: number of complaints and commendations by citizens.

Each new team establishes goals, objectives and programs in training sessions prior to implementation.

Management by Objectives appears to complement the team concept.

Planning

Planning for the team policing project took place over a nine-month period prior to implementation of the first Public Safety Team on April 9, 1972. The first six months of planning were primarily devoted to the development of a Federal grant application and determining manpower and equipment needs. The first team commander was selected in January 1972. Initial planning was done mainly by the Director of the Planning and Development Division. Final planning (the selection of officers, preparation for implementation, coordination with other departmental units, etc.) rested primarily with the team commander and a staff of two detectives and one patrolman who were brought in to assist him. The team commander visited other team policing projects (Syracuse, Dayton) to get information for implementing the project. In addition, he met with leaders of the community and explained the program in depth.

Although there was initial resistance from some militant leaders in the black community who felt they were "always being experimented with" or saw the experiment as "ass kickers coming in," these attitudes changed after discussions with the team commander and implementation of the program.

Evaluation

The initial project funded by LEAA was designed as an experiment to test the success of team policing. Both comparison (no change in police practices) and experimental areas were designated for the evaluation. Surveys of community attitudes were conducted before and after implementation of team policing. In addition, clearance rates, a police attitude survey (administered during and at the end of the project year), reported crime, and calls for service are being used.

Management by Objectives was introduced into the team in July 1972. The specific crime-control objectives developed by the team for achievement by March 15, 1973, were to:

- Reduce street crimes by 25 percent
- Reduce business burglaries by 25 percent
- Reduce residential burglaries by 20 percent
- Increase narcotic-activity suppression by 65 percent
- Increase clearance rates by 10 percent.

Success in achieving these objectives will also be evaluated at the end of the program year.

The evaluation will be performed by the department's Planning and Development staff.

Site Selection

The area chosen for the project has the highest crime rate in the city, has a high proportion of the calls for service, and has approximately 26,000 residents—99 percent black and one percent white. It is described as a "ghetto" area by the department and has a median income of about $5,000, high unemployment and substandard housing.

This area was selected because it was felt it would provide the most stringent test for the team policing concept.

Organization

Team organization is similar to the recommendations made in this report. The original proposal called for the assignment of 24 officers commanded by one sergeant, but the department decided that a lieutenant would be a more appropriate commander. After implementation, three sergeants were added to the team to assist the commander in administration and supervision.

The size of the team was set at a level which would permit officers to spend only one-third of their time on service calls.

Detectives

Three detectives (there is no difference in rank between detectives and patrolmen in St. Petersburg) were assigned as part of the 24-man team. However, the detectives had the same tasks as all team patrolmen, including patrol. They assisted the other officers in investigations and, on an informal basis, trained them in investigative skills. (Due to a change in policy—limiting the types of investigation performed by team members—no detectives will be assigned to new teams.)

Role of the Team Commander

The team commander has 24-hour responsibility for his team area. He has responsibility for meeting the objectives set by the team and has complete authority to schedule and deploy his men as he sees fit. He can call on other units in the department (traffic, central investigation, narcotics, special operational services, air patrol, etc.). He has primary responsibility for community relations. He has authority to try any new programs he wishes. He establishes his own work schedule. In addition, the team commander is responsible for constructing a budget for equipment and expenses.

Role of Team Sergeant

Team sergeants are primarily administrators and educators. They are responsible for keeping payroll information, compiling statistical data, providing information to team members, assuring that equipment is available, and checking reports (or complaints, investigations) for accuracy and completeness. They are also responsible for assisting the team commander in scheduling and in constructing the budget. Supervision of team members is primarily through report review and field instruction when needed. Although the team commander may observe patrolmen in the field, he is not supposed to take a direct supervisory role unless needed. He should be available to give advice when it is required by members. In addition, he should set a good example for his officers to follow.

Role of Team Member

Patrol officers are expected to remain in their area unless dispatched to an emergency call. They are expected to leave their vehicles (each patrolman has a portable radio assigned to him) and establish contact with people in their area. They are expected to work without supervision except when needed.

Initially, team members were given responsibility for handling all investigations. That policy has been revised because it was found to be too time-consuming and certain crimes seemed to be more efficiently handled centrally because of the specialized skills required for their investigation. At the present time, officers are responsible for investigating crimes other than homicide, rape, robbery, forgery and auto theft. Under this revised plan, no detectives are assigned to teams. For the five crime categories delegated to detectives, officers are still responsible for a thorough preliminary investigation as they always have been. They also have the authority to call lab technicians into a case. They can close a case in these categories if they can do so in the course of their preliminary investigations.

Detectives are notified of arrests by phone and receive a copy of the preliminary investigation report (detectives work two shifts, day and night, in St. Petersburg). In some cases closed by patrolmen, detectives may get permission from defense attorneys to interrogate the suspect to develop links with other crimes and *modus operandi.* The intelligence unit may also feed information it gathers from its informants to the teams.

Other Team Personnel

Each team will have a civilian secretary. The duties of the secretary include making victim cards, summarizing offense reports, typing assignment records and court logs, filing, and distributing information to the team. After all teams have been formed, each team will receive one patrol officer from the Community Relations Division. These officers will be regular team members *and* do community relations work, including the training of other team members in community relations.

Use of Other Police Units

The team commander has the authority to call on other department units as needs dictate. The units available are the following:

- Criminal Investigation Division—can be called for special assistance in training, special investigations in the team area, or information.
- Training Division—can be called for special training needs.
- Traffic Division—this staff of 14 officers is assigned during peak accident hours to answer accident calls and set up radar checks. They are dispatched by central communications and handle about 50 percent of all accidents. They could be called upon by the team to handle special accident problems. At some point in the future, they may be assigned to the teams.
- Special Operational Services Unit—originally a ten-officer task force to handle demonstrations, etc., they now are used for special projects (stakeouts, special patrol, etc.) and can be used by the team.
- Undercover Narcotics Squad—works independently of team to maintain anonymity.
- Helicopter Squad and K–9 Corps—can be called on by team commander in special cases.

Program Coordination

The initial proposal established a policy board consisting of the heads of police operations, patrol, criminal investigation and planning divisions. However, the board did not work out because of personality differences (several members were older traditionalists) and difficulties in scheduling meetings.

Coordination and monitoring seem to be done on an informal basis through the Patrol Chief (who is the direct supervisor of the team commanders), the Public Safety Administrator and the Planning and Development Division.

The team commander is responsible for submitting monthly statistical reports on reported crime (by day of week), clearance rates and crime comparisons to the previous month. Other analyses of crime, including a comparison with the control group, are prepared by the Planning and Development Division.

Quarterly reports on the team experiment have been prepared by the Director. They include a narrative description of the experiment, new programs, promotions, data on clearance rates, etc.

With the expansion of the team concept to five teams for the entire city, inter-team coordination will be maintained through meetings of the team commanders and sergeants. Each sergeant will have at least one special crime category for analysis, and sergeants from different teams may get together to discuss their assigned crime category.

Since the department is going city-wide with the team policing concept, it is making an effort not to introduce programs that would conflict with the concept.

Dispatch

In an effort to maintain the geographic integrity of the team (this does not seem to be a major problem in St. Petersburg), calls for service are divided into three types: emergency (crimes in progress or health emergencies), priority (crimes recently committed, traffic accidents, etc.—could be held 5 to 10 minutes) and general (past crimes, non-crime complaints—could be held up to an hour). General calls are answered only when two cars are available for serice so that one car will still be available for priority or emergency calls. The citizen is given an approximate time he will have to wait for service. If all cars are in service and a priority call comes in, the next closest non-team car is sent.

An important factor in maintaining the geographical integrity of the team is that communications supervisors (sergeants) also participated in a one-day training program given by the first team commander. In addition, the Department makes an effort to screen calls and handle as many as possible by phone or by referring them to other agencies. It was estimated that about 6,000 of 100,000 calls were handled by phone in 1972.

Personnel Allocation

The size of the second team was determined by the relative number of officers previously *needed* to man the area (based on calls for service). First, the total minutes consumed on calls for service in a six-month period was calculated. This was divided by 60 to give total hours consumed. This figure was multiplied by three so that no more than one-third of a man's patrol time is consumed in calls for service. The result was divided by the total number of days in the six-month period times eight hours to yield the number of full-time assignments needed in the area. This figure was then multiplied by the assignment availability factor (1.75) to yield the number of men needed for the team area. The assignment availability factor represents the number of officers who must be assigned to a team so that there will be one person available for duty on a particular shift (after holidays, furloughs, sick leave and court time are counted).

Reallocating Personnel Based on Need

With the expansion of the team concept to five teams for the entire city, team size was determined by dividing the total patrol force of 134 based on the *average* assignment distribution which would be indicated if each of the following methods were used:

- Measured manpower utilization (based on recorded time per call)
- Average manpower utilization (based on 58 minutes per call)
- Present allocation
- Percentage of calls for the city
- Percentage of priority calls for the city.

Increasing Effective Manpower

St. Petersburg is planning to use a program in one team in which a pair of cadets is assigned to a radio car in the day or early evening to handle non-dangerous service calls (e.g., prank, BB gun violation, animal complaints and 11 other categories). If the program were implemented full-time throughout the city, 21 percent of all calls for service and 11 percent of the manhours consumed could be handled by cadets. The program will begin with the assignment of a pair of cadets to one team. Cadets will have the opportunity for early "street work" and sworn officers will be freed to spend more time on emergency calls, investigations and preventive patrol.

Another effective way to increase manpower is a no-report system in which certain low priority calls do not require the patrol officer to make a report. In the past *all* calls handled by the police required extensive reports.

Race

Since the first team area was 99 percent black, an effort was made to encourage black officers to volunteer for the team. As a result, five black officers were assigned.

Personnel Policies

Selection of team personnel. The selection of patrol officers for the first team was done on a volunteer basis. Over 40 men volunteered for the first team and the team was picked by the team commander based on interviews and the following criteria:

- Initiative and acceptance of team concept
- Desire to handle and complete investigations
- Ability to deal with the public
- Ability to decide for oneself without supervision
- Willingness to participate in community relations programs.

When new teams were added, members on the original team were given the opportunity to transfer to them. However, there were few new volunteers to work in the original team area. Therefore, a procedure was established requiring that any officer who wanted to become a detective or transfer to another area had to work in the original team area for a period of nine months, thus creating an incentive for men to work in that area.

In addition, officers who indicated a preference for a particular area were given the opportunity to work there whenever possible. Seniority and ability rankings also were used as criteria for making assignments. Ability rankings were used so that no team would be stacked with "good" or "bad" officers. All officers were given a rank of A, B or C and each team received a similar distribution of officers.

Selection of team commanders. Team commanders were selected by the police administrator for their ability to operate under the new concept. Since different neighborhoods required different approaches, an effort was made to match the skills of the team commanders with their assigned neighborhoods. Similarly, team sergeants were selected for their ability to work under the team concept.

Evaluation of officers. A standard form is now being used to evaluate patrol officers. Team commanders and sergeants evaluating the officers will base their judgments on whether the patrol officers are fulfilling the role outlined under the team concept; i.e., are they assuming initiative, are they handling investigations effectively, are they interacting with the community, etc.

Cost and Funding

An LEAA grant was obtained under the Police Involvement Program (Program 2, New Operational Methods) for $86,000 for a 12-month period.

The $86,000 included the following categories:

Interviewers for community attitude survey	$ 5,500
Travel to other team policing projects by team commander	500
Snub-nose pistols that could be worn with blazer (26)	1,800
Blazers and trousers (24)	2,400
Portable radios ($1,100 each) (one for each team member)	28,000
Nine vehicles (patrol cars)	32,400
Three scooters	600
Office equipment and supplies, etc.	2,500

New vehicles were purchased so that the team could have one car for each officer who might be on duty at any one time. As it turned out, the cars were not delivered until January 1973 and the team used five cars borrowed from other parts of the department, supplemented by unmarked cars when they were available. The unavailability of cars sometimes resulted in the unplanned use of two-man cars.

All team cars were a different color (white) from other department cars and were marked "Public Safety Team."

Orientation and Training

Two weeks before the first team was implemented an eight-hour training program was conducted for all team members. The team commander and other police personnel were the principal trainers. The training emphasized the following areas: goals of the program, confrontation and stress management, black history and community attitudes, investigations, and visits to business establishments in the team area. Discussions with community leaders and youth were also included in the program. An evaluation of the first training session indicated that the officers felt that discussions with the youth were by far the most significant part of the training.

Training sessions for subsequent teams were conducted by the first team commander and other personnel. New team commanders and sergeants also participated in the training. (The participation of the team commanders was viewed as valuable in establishing team rapport.) The program was reduced to 40 hours and more emphasis was placed on Management by Objectives and on developing specific procedures for each team.

In-service training for each team is conducted by the team commander, his sergeants or other departmental personnel when the need arises. All patrol officers are permitted to adjust their work schedules so they can attend school.

Program Coordination

Since the department is relatively small, and the administration fully supports team policing, no significant problems have occurred in coordinating other departmental programs or units with the team. One minor problem in team coordination grew out of the sergeant's new roles as administrator and counselor to the officers. Sergeants had difficulty relinquishing their traditional supervisory roles and letting the officers act on their own initiative. The team commander dealt with this problem primarily by reinforcing and training the sergeants in their role.

Crime Control and Police Services

The team maintains its own system for recording crime statistics Pin maps are used to detect geographic crime patterns within the team area. Records of crime by day of week and hour of day and comparisons of crime this year and last, help the team to detect time crime patterns and to allocate officers.

The first team commander noted that during the first five months of team operation he frequently had to re-schedule his officers. Since that time, however, he has used the same basic schedule. More officers are scheduled on Friday and Saturday since the workload is heaviest on those days. In addition, the 3 p.m. to 11 p.m. shift has more officers than the other shifts. One sergeant is assigned to each shift, but he does not have responsibility for supervising or evaluating a given set of officers.

Officers are assigned to one-man cars with the exception of the foot patrol post. Because of the concentration of pedestrians in the commercial district, four patrol officers are assigned to that area on foot. The officers work steady tours and have regular days off.

Investigations are generally initiated by the officers on the basis of crime reports, although both the team commander and team members may initiate investigations based on informants' tips or crime patterns.

The team commander has the authority to call on any other unit to assist him in his area. Units such as Central Intelligence notify the team commander before they set up stakeouts in his area. Only the Narcotics Unit operates without informing the team.

Team Leadership and Communication

Team meetings to discuss problems, projects, gripes, etc., are held on a monthly basis. Other informal meetings are held by the team commander and sergeants to communicate information and deal with supervisory problems.

There are no formal roll calls. Patrol officers leaving duty have a verbal exchange with the next shift of patrol officers in order to pass on information about current investigations and conditions in the area. (A patrol officer can work overtime to follow-up a "hot" lead; otherwise, information is passed on to another officer.) Since officers are required to stay in the field until they are relieved, there is strong peer pressure for the officers to be punctual.

When each officer reports for duty, a copy of a daily bulletin is distributed. The bulletin contains a detailed list of crimes reported during the previous day. (The list is prepared centrally and, at present, includes information for all areas of the city.) Also included are descriptions of possible suspects, locations and times of crimes, and local crime trends. A weekly consolidation of the bulletins is later prepared and distributed to all officers. The Crime Investigation Unit may also prepare bulletins on crime patterns, *modi operandi*, etc., based on crime analysis and information from informants.

Corruption. Corruption is not viewed as a problem by the department, even though direct supervision has been decreased.

Incentives. Incentives for team members come primarily from their increased job responsibility, investigation responsibilities and participation in designing the project. The objectives set by the team for crime reduction, clearance rates, etc., also motivate the officers, who are evaluated on their contribution to meeting team objectives. The addition of new teams has also created a spirit of competition between teams and should lead to increased motivation.

Citizen Cooperation

Formal citizen involvement in the team operation has been difficult to maintain. Although the team commander holds regular meetings (monthly or bi-monthly) with community businessmen, their involvement in the project is limited. When their initial approval for the project was sought, the businessmen made some suggestions for taking a non-aggressive police stance. Since that time their principal interest seems to be supporting community relations projects such as the softball league. The first team commander mentioned the difficulty involved in getting this group of men together on a regular basis.

Although there were supposed to be monthly police-community meetings, they have not worked out. This is reportedly because the meeting place (central headquarters) is not in the community and people have to come to meet the police. Plans are being made to rent a trailer that will be placed in the heart of the team area to serve as a team headquarters and community meeting place. In the absence of formal meetings, the team commander speaks to church groups and other community groups in order to enlist support.

From the beginning, the first team commander made a special effort to meet with both supportive and antagonistic members of the community. The most powerful antagonists were dealt with frankly and asked to watch what happened. Initial criticism and antagonism from two such leaders has turned to strong support for the team. This personal contact by the team commander seems to have been most effective.

Several factors were cited as being important in developing cooperation (or at least reducing antagonism) with the community. First, the team adopted a non-aggressive patrol stance. This policy appeared to grow mainly out of the team commander's and police administrator's general policing philosophy. The officers were asked not to carry night sticks or mace, not to wear hats (less aggressive appearance) and not to use force unless absolutely necessary. Officers were asked to try to help people and to find alternatives for jail (like driving a drunk home rather than putting him in jail). This philosophy was reinforced with conflict and stress-management training, prior to implementation.

Second, the teams have tried to introduce themselves to the community and to get to know the citizens. As part of the training program, the men contacted all businesses in the area and had rap sessions with youth. The rap sessions are now an on-going city-wide practice with patrol officers going to schools to talk to small groups of students. All teams are holding "meet your police officer" groups at church organizations (in the black areas the church is the primary vehicle for meeting the public) and at neighborhood and civic organizations. At these meetings a police officer in civilian clothes tells the people about his personal life (hobbies, family, etc.) in an effort to help the community see him as a person, not just a cop.

Third, the first team was given distinctive cars and uniforms and a blazer outfit which could be worn for investigative or community relations work. These special uniforms seemed to help establish the feeling in the community that "these are our police—they're special." The same uniforms and blazers will be used by all teams in the future, so that their effect may be reduced. The blazer should still contribute to a positive police image.

Efforts to enlist citizen support in the form of volunteer auxiliaries have not been successful. A Neighborhood Assistance Organization was designed to enlist and train citizens (primarily youth over 14 years) in police work and to involve them in a "Ride-Along Program," crime prevention projects, youth projects, and environmental and educational projects. The effort seems to have failed because recruitment was not pushed and the program was conducted outside of the team area.

Other community relations projects include operation "Cool-it" (water sprinklers) and a softball league for boys 14 to 17.

Plans are underway in the first team to implement a Community Involvement Committee. Five representatives of the community, chosen by the team commander, will meet with him monthly. They will serve as an advisory board and help with organizing meetings, recruitment, community relations projects and goal setting for the team.

The team is also planning a crime prevention survey of residents that is designed to cut burglaries by increasing citizen knowledge of good security and enlisting help in reporting suspicious persons.

Referrals. Referrals are handled much as they always have been. Officers try to refer alcoholics, the mentally disturbed and other residents to helpful agencies (e.g. family services, city agencies). The team has also distributed pamphlets listing names and phone numbers of service and city agencies.

Complaints. Complaints from citizens concerning conditions, police service, etc., are recorded and the complainant subsequently is contacted again and told the response that the complaint received.

Other Agencies

The team does use other city agencies to help it clean up litter in the area or close down trouble spots that violate city health or building codes.

Political Acceptance

A measure of acceptance of the team policing program is the stance taken by local political candidates. In their published statements (*St. Petersburg Times*, March 14, 1973), one mayoral candidate and one candidate for city council endorsed the team policing concept. Three other candidates took strong pro-police stances, indicating support for more police, higher salaries and more walking patrols. The only other candidate took no position on the police.

Film Available

A half-hour color film which presents the St. Petersburg neighborhood team policing program may be requested from the Public Safety Administrator of St. Petersburg.

CINCINNATI

Cincinnati, Ohio has a total population of about 500,000 people and an area of approximately 78 square miles. The Cincinnati team policing project, ComSec (Community Sector Team Policing Plan) was implemented on March 4, 1973. ComSec is an experimental, $1.9 million program funded by the Police Foundation. ComSec was implemented in District One, a 3.71 square mile area with a resident population of about 35,000; a daily total of 225,000 shoppers, tourists, and non-resident workers; and about 25 percent of the reported crime in the city.

In addition to the crime problem, District One was also attractive as an experimental area because of the diversity of the neighborhoods within it. The District is divided into six areas, whose boundaries conform to neighborhoods as perceived by the residents. They include a predominately black, high crime, poverty-ridden, mixed residential and business area; a predominately white middle class residential area; a racially mixed (Black and Appalachian White), high crime, poverty area; and the city's central business district. Experience with team policing in these areas, which reflect the diversity of the city as a whole, might indicate how successful an expansion of team policing would be.

Previous Team Policing Experience

The present ComSec experiment grew out of previous experience with a team policing project based on the Los Angeles Basic Car Plan. That plan was found to have several operational problems: an ill-defined supervisory structure leading to lack of supervision, inability to keep officers from being sent out of their assigned sectors, little contact with citizens (use of foot patrol or parking and talking limited) and little evidence that police officers were generating non-law enforcement contacts. To find solutions for these problems, the department applied for a planning grant from the Police Foundation.

Funding

In October 1971 a planning grant for several projects was approved by the Police Foundation. The grant designated over $500,000 for planning the overall ComSec design in a nine-month period. The budget included money for one full-time civilian (with community organization, communications, and social psychology skills); two lieutenants with patrol skills; consultants; and two sub-tasks—designing a records, reporting, information dissemination and collection system for ComSec and an analysis of dispatch, deployment, stacking and call-screening alternatives. Money was also granted at that time for an evaluation of ComSec by an outside evaluator (about $190,000), citizen and officer surveys ($180,000) and the development of ComSec-related supervisory training models ($27,000). An action grant for $1.9 million was received from the Police Foundation in July 1972.

Planning

Perhaps the most unique feature of ComSec was its comprehensive planning program. The planning process for ComSec can be discussed in three phases, taking place over more than two years.

The first phase of planning involved a series of conferences (overnight retreats) with participation from *all* levels of the department. The object of the conferences was to get the perceptions of department personnel regarding current police services and what could be done to improve service. Based on this information the planning bureau (again involving other personnel) developed a proposal for a planning grant. This phase of planning took approximately six months and led to the award of a planning grant in October 1971.

The second phase of planning took approximately nine months and focused on developing an action grant proposal for ComSec and related projects. This phase also involved representatives of various bureaus and levels of rank. It culminated with the award of an action grant in July 1972.

The proposal outlined the basic theory and concepts underlying ComSec and set out basic impact goals and objectives. The final phase of planning involved studying manpower allocation, selecting officers, etc., and developing operation guidelines for ComSec. A planning task force was to draw up these guidelines.

Planning Task Force. The planning included reviewing all phases of ComSec structure and operations. In November 1972 a task force consisting of three team leaders (lieutenants), six assistant team leaders and six team members began a full-time four-month review of all phases of ComSec. (A total of 22 officers were involved in the task force, 15 at any one time.) This innovative approach brought together all ranks of the police who would be involved in the project. They were given the task of implementing the concepts outlined in the action grant proposals by ignoring existing department or environmental constraints and writing concrete operational guidelines from their experience and from information they would gather from the community, other policemen and other city or social service agencies. Once they had written their first version of the operational guidelines, consideration would be given to existing constraints. Although the task force had some difficulty starting from scratch, they were encouraged by the planning staff to define for themselves their goals and guidelines.

During a four-month period, the task force members attended community meetings, spoke informally to patrol officers throughout the Department, met with Department bureau heads, called in specialists for consultation, and visited social service agencies to get information for constructing the guidelines. After guidelines were written, they were sent to the program director and other relevant personnel for review. The end product of the task force was an extensive, detailed set of guidelines developed by members of the department and given widespread support by the officers. The task force output was comprehensive, establishing operational guidelines in the following areas:

- Proposal to change sector boundaries
- Impact goals and policy statements
- Impact goal guidelines
- Administrative reports
- Methods available for deployment of personnel
- Statistical data necessary for efficient operation
- Exchange of information between team members utilizing the sector car daily information sheet
- Specialized training for ComSec members
- Duties and responsibilities of:
    —Team leader
    —Assistant team leader
    —Acting team leader
    —Team members
    —Team investigator

    - District duty officer
    - District deskmen
    - Chief collator
    - Collator
- Citizen involvement
- Proposal for emergency radio transmission, i.e, sector search
- Investigative duties
- Equipment:
    - Fingerprint kit
    - Narcotic detection kit
    - Cameras
    - Trace metal detection technique
    - Tape recorders and dictating machines
    - Radar units
- Referral of persons to outside agencies:
    - Procedure
    - Control
- Disciplinary procedures
- Citizen complaints
- Collators' duties (as recommended by the collators)
- Lineup form
- Court notify system
- Sector coverage
- Request to leave sector
- Parking of police vehicles
- Vacation schedule
- Outside paid details
- Performance evaluation
- Citizen contacts
- Communications sector operations.

Organization

Each team is headed by a lieutenant (team leader) and three sergeants (assistant team leaders). The District Commander is responsible for coordinating the teams and for the overall functioning of the District. Team leaders are given greatly increased flexibility, enabling them: to deploy and utilize personnel based on crime conditions and service needs, to improve patrol and investigative methods, and to establish a working relationship with the community.

Teams will provide *all* police services in their area except homicide investigations. Regularly scheduled team meetings will be held to encourage team member participation in decision making, training the members and problem solving.

Officer's Role

Team members have an expanded generalist role, including: complete investigation of all crimes except homicide, closing cases (subject to review) when leads are not present,[3] making referrals to social agencies when appropriate (without prior permission of supervisors), serving as team leaders in the absence of the lieutenant or sergeants, helping to make policies for the team, enforcing laws or making referrals regarding conditions affecting the appearance, safety or health of the community, and making recommendations for training of team members.

Team members are also expected to perform special citizen-contact crime prevention activities through formal contacts (such as security checks, complaint investigation, monthly police-community meetings and attendance at meetings of community organizations) and informal contacts (parking and talking to people, handing out meeting notices).

Community Service Assistants

The teams also include Police Community Service Assistants (funded in cooperation with Model Cities). Youth from the community receive training in basic police skills. Their duties include handling reports on minor incidents, serving subpoenas, investigating complaints, assisting with clerical duties, directing traffic at accidents and special events, locating stolen autos, maintaining liaison with community groups, and assisting in recruiting. Their primary objective is to promote better communication and service to the community, especially youth. Their work is also expected to relieve patrolmen of many routine time-consuming tasks.

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[3] Cases that require further investigation (or cases reopened upon review by a supervisor) will be referred to one of the team specialists (investigators).

Collators

The District also has six collators (not assigned to teams) whose task is to review, coordinate and disseminate information and data relevant to effective team operation. This includes review of external information and liaison with other units. (This position was not clearly defined as of March 4, 1973, but will be defined based on the needs of the District during the first months of operation.)

Coordination

The District Captain is responsible for coordinating the teams. He meets on a regular basis with team leaders and assistant team leaders. He also conducts regularly scheduled meetings with representatives of each team's non-supervisory personnel. All meetings encourage the officers to ventilate their feelings and raise problems. Responsibility for District-wide supervision is shared by the teams on a rotating basis.

Supervision

The team leader is responsible for overall team supervision and coordination with other teams. The assistant team leaders are responsible for deployment and field supervision of the men and any other duties delegated to them by the team leader.

Training

All supervisors in the department received training in "management of change" from University of Cincinnati. All ComSec personnel received 40 hours of training from Xavier University staff (using small group sessions, role-playing and other innovative techniques) in the areas of ComSec objectives, team building, community agencies, and technical training (crime scene search, etc.). Recruits are also going through the ComSec training even though they may not be assigned to ComSec immediately.

In-service training will be done on a team and individual basis and will be coordinated by two "learning managers." Two kinds of in-service training will take place: (1) where needed, technical training (crime scene search, handling evidence, etc.) will be given by department personnel who are expert in the field, and (2) "critical incidents," training, focusing on calls, arrests, investigations, etc., where there is a high potential value for training because of the outstanding way the incident was handled (excellently or poorly) or the uniqueness of the incident. The learning managers will assist the team leader in preparing training sessions based on "critical incidents." These sessions will take place as soon as possible after the incident takes place.

Personnel Allocation

Personnel needs for ComSec were determined from the previous manpower requirements (including all personnel who worked in District One whether they were assigned there or not) and the additional requirements related to the increased community relations responsibilities assigned to the teams. A "need" formula was used to assure that only 35 percent of an officer's time would be consumed by service calls.

The number of officers was increased (partly by reassigning officers from special units which previously gave part of their effort to the area) by about 82 percent to a total complement of 223 for all six teams. The District staff includes a captain, a sergeant (administrative assistant), a lieutenant (executive officer-chief collator), five collators (including one sworn officer) and 11 clerical officers. The six teams received personnel on the basis of their workload. Each has a lieutenant, three or four sergeants, and from 11 to 47 officers plus one to five investigators and up to four community service assistants (two teams have none).

Dispatch

Dispatching is done by a special District 1 dispatch unit. Calls are defined as "urgent," "expedite," and "routine." *Urgent calls* receive immediate response. *Expedite calls* are handled immediately if a sector car is available and held for a maximum of four minutes if no car is available. At the end of four minutes, the team commander or assistant team leader is notified and he either locates a sector car for the run, goes himself, or requests that an outside unit be sent. *Routine calls* are given an immediate response if a car is available. Otherwise, they are held up to 15 minutes and then referred to the team leader, using the same procedure used for expedite calls.

Information Exchange

Information for deployment comes from several sources: offense, traffic, arrest and field interrogation reports, and radio run statistics. A daily information sheet is used for patrolmen to record information such as repeat runs, suspicious persons and other data not recorded on other official reports. The sheet is relayed to the relieving crew so that they are aware of what has been happening in the sector. The informal roll call held prior to each relief is used to communicate information.

A system has also been established for recording and following-up on citizens' complaints and referrals to outside agencies (referrals are to be made whenever possible and as an alternative to arrest).

Each team keeps a profile book for its area containing current crime problems (spot maps, *modus operandi*), wanted suspects, problem locations, procedures (emergencies, agenda for monthly citizen meetings, etc), referral agencies and descriptions, miscellaneous information (on schools, firehouses, etc.), additions and deletions to the community profile and a guide to city services. The folder is updated regularly and is available to all patrolmen.

Officers also keep *daily work sheets* on which all activity is recorded. These sheets are reviewed by supervisors and information pertinent to the collators, profile book, or roll call is kept for two years. A roll call sheet including crime for the previous 24-hours, information on wanted persons, auto larcenies and juvenile arrests, is also used.

Crime analysis and planning is facilitated through the use of weekly and monthly crime analyses (patterns) and spot maps on serious crimes (burglary, robbery, auto theft). In addition, collators maintain a picture file, a name file and a *modus operandi* file and are responsible for dissemination of crime information to the teams.

Evaluation

In addition to a major evaluation of police, victim, resident and business attitudes by an external evaluator, the Cincinnati Police Division will examine crime, runs in and out of sector, clearance rates and closure rates (effectiveness of team meetings and training). A comparison of the following three investigative models will also be done: (1) the ComSec model in which the teams are responsible for all investigations except homicide and officers have full investigative responsibilities; (2) the centralized model in which the Criminal Investigation Section is responsible for investigating all crimes in the city (except in Districts 1 and 5) and investigators are specialists (robbery, forgery, etc.); and (3) the District 5 Model (an intermediate level between the decentralized ComSec model and the centralized specialist model) in which investigators assigned to the district handle all cases—(except homicide) working in two squads (crimes against person and crimes against property) and officers are only responsible for preliminary investigations.

Patrolmen Performance Evaluation

Quality of work will be emphasized more than quantity of work. The task force recommended a study to establish an evaluation that would include self-control, relationships with citizens and fellow workers, enforcement contacts, professional bearing and disposition of problems, among others. The basic rating form previously used (and governed by civil service) will be maintained, but criteria for filling out the form will be based on quality of work and ComSec objectives.

Maintaining Comparison Areas

While it has been the firm intention of the Cincinnati Police Division to maintain comparison areas in which ComSec is not implemented, some district commanders outside of District 1 are attracted to some or all of the ComSec procedures. It is not yet clear whether ComSec will prove so popular that it will become difficult to maintain the comparison areas.

DETROIT

On April 1, 1970, the Beat Commander System was implemented as a pilot project in one neighborhood in Detroit. By giving a team of police officers, including a Beat Commander and an Assistant Beat Commander, responsibility for police service in the area, the goal of the project was to improve police-community relations and crime control. The Beat Commander System was disbanded after one commissioner left and another was appointed, but external evaluation indicated that it had some advantages while it was in operation.

The Beat Commander System had no more *continuing* costs than existing police operations. The only increased "costs" were the administrative problems involved in effective implementation.

The area of the Beat Commander pilot project consisted of two scout car territories in the Tenth Precinct. They were two of the highest crime areas in the city and had for four years shown a steady rise in their proportion of the Tenth Precinct's crime. They were chosen partly because of these difficult crime problems and partly because they reflected a representative mix of residential and business areas. Approximately 12,000 people lived within the area, practically all of whom were black.

Team Organization

A sergeant was appointed as Beat Commander and, subsequently, two additional sergeants were assigned as assistant commanders. The team commander selected 24 patrol officers from among the volunteers from the Tenth Precinct. At the time, it was estimated that 18 percent of the serious crimes in the Tenth Precinct occurred in the Beat Command area. In all, 141 men were assigned to scout cars and patrol wagons, so 24 represented less than a proportional assignment of men according to crime rate. The smaller number was chosen so that possible city-wide implementation of the program would not imply additional manpower for the department. Eighteen of the officers chosen were black, and six were white—a greater percentage of black officers than in the Tenth Precinct as a whole.

Supervision

In the original configuration, the Beat Commander was to be the only full-time sergeant working in the area. When the Beat Commander was on leave or off duty, other platoon sergeants were to supervise the Beat Command patrol officers. The beat Commander was to have no platoon duties. Paperwork began to be very time-consuming for the Beat Commander, and he had little time for on-the-street supervision of his officers. An assistant Beat Commander was assigned full-time supervision of the patrol officers in the team. However, when both sergeants were assigned to the Beat Command, it often became necessary for them to perform platoon duties as well because of the shortage of sergeants in the Tenth Precinct. The extent to which they had to supervise precinct patrol officers varied with the number of sergeants assigned to the Tenth Precinct and the schedules. Later a third sergeant was assigned to the team.

Sergeants and officers maintained a closer, more informal relationship than with normal operations. The sergeants published several team newsletters. Monthly team meetings were held. With the relatively small team, the sergeants were able to make assignments that fit the officers' preferences, and they allowed some officers to attend school regularly.

Deployment

Since one of the goals of the Beat Commander project was to develop closer communication with the people in the pilot area, the precinct commander and the Beat Commander decided to deploy some of the officers on foot. The beats were walked in two business areas during the high crime times, between 2 p.m. and 10 p.m. The Beat officers were asked to stop in at the business places and explain the project to the businessmen. They were to make sure the businessmen knew they were readily available and would be walking the beats regularly.

The patrol officers always walked in pairs, and one of the pair had a walkie-talkie so that he could be in constant contact with headquarters. Later, scooters were assigned to the Beat Command team, and from then on, motor scooters supplemented feet in covering the beats. Generally, the two teams of beat men would use two motor scooters, each team walking for four hours and riding for four hours. In this way, they were able to respond to some runs, cover more territory along the beat, and cover the side streets some of the time.

The Beat Commander experimented with different deployments of cars to cover the area most efficiently. Basically, two cars were assigned to the area on each shift. Since the number of runs is heaviest from late afternoon to 2 a.m. a swing car was generally assigned from 6 p.m. to 2 a.m.

Assignment of Detectives

A three-man detective team (still formally responsible to the precinct's detective-lieutenant) was assigned to the team. The three detectives were assigned all the cases, and only the cases, from the Beat Command area. If the workload was exceptionally heavy, other precinct detectives were permitted to take cases from the Beat Command area. If the caseload were light, the Beat Command detectives could take some of the other precinct cases.

Public Relations Contacts

In order to encourage better communication between citizens and the patrol officers, sergeants asked patrol officers to make public relations contacts and to include the time in their work logs. One kind of contact was brief visits with businessmen while the patrol officer was on duty. The patrol officers in cars were encouraged to park and go into stores and other places of business to inform some of the local people about the pilot program, to let them know to whom to go for help, and simply to develop better acquaintances with the people in the area. Patrol officers also attended block club meetings and visited schools during the school year. They remained available for runs while making these contacts by carrying a walkie-talkie when they were out of the car.

As another example of the officers' interest in establishing communication with the community, they set up a softball game with the counselors from a local home for delinquent boys, with the boys in attendance. Officers also attended special affairs in local churches. They developed good relations with the men's group at one of the large local churches. Officers were also invited to events at schools, which they attended. Block clubs often asked them to attend their meetings.

Evaluation

Several kinds of data were used by a group of external evaluators in the evaluation of the pilot phase of the Beat Commander project. Police records supplied much of the data. Other data came from a questionnaire given to the patrolmen involved in the project and from interviews conducted with them.

Police records supplied information on reported crime, average run times, number of sick days taken by patrolmen, and the disposition of arrests. The rest of the Tenth Precinct was used as a comparison for the Beat Command and these variables were monitored monthly.

A patrol questionnaire dealing with job satisfaction, attitudes toward supervisors and the community, perceptions of community reactions to the program, and questions about the patrolmen's perception of the success of the project was administered at the end of the pilot project.

Results

A major problem with the Beat Commander System came from conflict between the Beat Commander and other precinct personnel. Although the Beat Commander was given authority over the Beat area, subject to approval from the precinct commander, at times the precinct commander changed the Beat Commander's orders without consultation or stopped his innovative projects. Since lieutenants were not involved in the pilot projects, there was a conflict between the Beat Commander (who, in some ways, had more authority) and the lieutenants.

In the beginning of the program, there appears to have been an increased use of aggressive patrol. However, as the program matured, it seems to have resulted in better supervision, an effective working relationship between detectives and patrol officers, and better communication with the community. Foot patrol and informal street contacts were encouraged. Team members—after an initial period in which 35 percent of their runs were out of their neighborhood—were retained in the neighborhood on 85 to 90 percent of their runs and had enough continuous contact to begin to be recognized on the street.

VENICE

The Venice Division of the Los Angeles Police Department began its experiment with team policing in "Team 28" in April 1972. The team area covers three square miles of the Division and has a population of about 35,000.

Funding

The project was funded under the Crime Specific Program of the California Council on Criminal Justice with LEAA funds. The major part of the funds were allocated to overtime pay for work in the community. Of the $260,000 grant, $140,000 was for overtime pay, $40,000 for personnel and $18,000 for equipment. Overtime was limited to seven hours a week for each officer and was to be used for door-to-door contact, block club meetings and security inspections.

The area was selected for the experiment because it was representative geographically and sociologically of many areas in Los Angeles. The area is 89 percent white, middle to low income, with a mixture of business, industrial and residential areas. Burglary is the principal crime which the team is trying to attack. Thus, Team 28 differs somewhat from most of the other projects described here since the main objective is the reduction of a specific crime and the area is not marked by poverty, unemployment or serious police-community antagonism.

Planning

Planning took place over a six-month period, with the Lieutenant-Commander beginning development work in December 1971, four months prior to implementation. During that time, experimental and control areas and team personnel were selected, a team office was established next to the Venice Division station, a community center was organized, and team members received special training.

Training

Training for the team took place in February 1972 in a three-day seminar that concentrated on the team concept, management by objectives, participative management, establishing deployment and watch (tours) hours, community involvement, jurisdictional and dispatching policies and patrol, traffic and investigative functions. Every officer also received fingerprinting training from the Scientific Investigation Unit and instruction in building security, locks, etc., from department and outside experts.

Evaluation

An evaluation of Team 28 will be based on comparisons with the control area and will review crime rates (burglary, robbery, theft from autos and auto theft), traffic accidents involving injury, police attitudes (using a standardized test called the Likert Scale) and community attitudes, before, during and after the experiment.

Team Organization

Although the team is considered by some to be an expansion of the Los Angeles Police Department's Basic Car Plan, it goes far beyond it. The team was orginally a Basic Car reporting district with a nine-man Basic Car Plan team. Under that Plan, the overlapping "X cars," detectives, traffic officers, accident investigators, and narcotic personnel were not assigned to the team. In the expanded team concept, Team 28, a lieutenant commands four sergeants, six detectives, 22 police officers, three traffic enforcement officers and two accident investigators. In addition, one civilian administrative assistant and two clerk typists are assigned to the team. This allocation represents about one-seventh of the Division's personnel,while the team area has about one-sixth of the Division's workload. The team members were selected from volunteers in the Division but they were intended to be a representative cross-section (based on rating reports). Interestingly, the team commander reports that under the team concept several officers who ranked below average have blossomed while other "superior" officers have not functioned effectively.

The team has 24-hour responsibility for the area and the commander assumes all duties normally performed by the patrol and detective captains at the division level. He has wide latitude to use his men and equipment as he sees fit. No operational help is provided by the Los Angeles Police Department except for civil disorders or crimes requiring special expertise (i.e., homicide, worthless documents, etc.).

The team patrolmens' duties have been expanded to include handling traffic accidents. Their accident reports are reviewed by one officer and he "trains" the men when there is a need. Although the patrol officers do not have responsibility for investigations, they have been working more closely with the detectives in the team. Previously, after a preliminary investigation they might never see the case again. Now they have daily contact with the detectives and at times assist the detective in an investigation or an arrest. As they become more expert through this informal training (an investigator also meets with the men as a group at least once a week), they are taking on more responsibility (e.g., they now handle juvenile cases, interviewing the parents and making the court referral).

Dispatch

Dispatching of team cars out of the team area is not a serious problem in Team 28 (only about 6 percent of radio runs are out of the team area). Calls are screened by the central communications staff and low priority calls are relayed by phone to the Division, where they are handled by calling the party involved and following-up with a run when necessary.

Community Involvement

Perhaps the most interesting aspect of Team 28 is its extensive program for getting the cooperation of the community. A system of "block captains" (325 in the team area) was established at the beginning of the team operations. Block captains were chosen by the residents of each block. They transmit information from the police to the community. (Block captains three sources of information from the police: a telephone information line which gives callers current crime information, an information sheet prepared biweekly by the team with *modi operandi,* crime occurrences, etc., and a newsletter which reviews community action projects.)

Police may provide information to block captains on the *modus operandi* of a burglar operating in the team area. Block captains alert the residents and they, in turn, call the block captains or police if they see anything suspicious. In addition, block captains help residents mark their property for identification with etching tools provided by the team. Every two months, Block captains meet with the police and discuss what information to circulate to their neighbors.

In addition, team members meet at least once a year with residents of a block at the block captains' homes. These informal "coffee klatches" (one is held almost every night) allow the police and community to establish a rapport and discuss crime problems and possible solutions.

The team is currently forming a community advisory group, composed of representatives of the block captains, to help coordinate their activities. A community center is run by a team member or trained civilian volunteer from 1 p.m. to 9 p.m. and provides information on crime and security. However, attendance has been minimal and the center is not considered useful to this area.

The team has also made security inspections of over 6,500 homes, providing the resident with a detailed report on how his home could be made more secure (a follow-up is now being conducted to see to what extent these suggestions were implemented).

Other community programs include rap sessions in the school, a grant-supported "potluck picnic" for block captains and their spouses, block captains' trips to police facilities and the academy, and meetings with community groups.

Crime Control

The team has experimented with many tactics (aimed primarily at reducing burglaries), including tandem patrol (one car following another at a specified interval), parallel patrol (two cars patrolling parallel streets simultaneously), plainclothes patrol and stakeouts.

Crime analysis is done by a "crime control committee" made up of a detective coordinator, a sergeant and one officer from each watch (tour). They meet weekly to plan and evaluate an approach (tactics and deployment) to crime in the area. The team commander submits weekly activity reports to the commanding officer of the Division. Crime and arrests reports are distributed to the team on a daily basis.

The team commander uses a mixture of one- and two-officer cars depending on the watch. The team commander has increased the number of cars on patrol by using more one-officer cars. Officers work steady shifts (with rotation every three months). There are three basic watches, beginning at 7 a.m., 3 p.m. and 11 p.m., with an overlap watch beginning at 6 p.m. The watches were determined by an analysis of calls for service.

Each watch lasts eight hours and 45 minutes, providing an overlap of 45 minutes for team meetings, information exchange and in-service training. An interim three-day seminar was also held with all men to review the experiment. Division police provided coverage during this time.

The team area is subdivided into four sectors. Each sector has a leader and about eight men who are responsible for all community relations activities in their sector.

Supervision

Two sergeants supervise both the day and night (3–11:45 p.m.) watch while an officer supervises the light morning watch.

Initially, supervision was loose—there was no roll call, just an information sheet—and there was little contact between officers and sergeants. The officers had no place to talk out their problems, which were left hanging. At that point, roll calls were reinstated and sergeants began to spend more time in the field (the men said they needed to see them). Some of the sergeants have had some difficulty in allowing their officers to make their own decisions. The need for good sergeants was cited as an important consideration in making team policing work.

Evaluations of patrol officers and detectives are done by the sergeants and the detective coordinator and are based on their attitudes, their contribution to developing innovative programs and their contribution to meeting team objectives.

Publicity

The team has made use of the traditional media, including television, radio, newspapers, flyers and posters. They have also shown a filmstrip in local movie theatres after the feature. The only outward physical changes in the uniform or cars is the "Team 28" symbol on cars. The initial recruitment of block captains by team members also provided good "out-of-car" publicity for the program.

Results

The program seems to have been successful. The California average of seven in 1,000 crimes solved with citizen information has been dwarfed by the team's average of 50–70 in 1,000 crimes solved through citizen information. While the control area crime statistics have remained relatively stable, team crime statistics have been reduced dramatically. (Example: burglary down 53 percent.) The team has had an 84 percent filing rate—arrests accepted by the District Attorney for prosecution. Community response has been positive; the team receives about four letters of commendation daily.

Plans are currently underway to seek funding for a Division-wide team policing program.

OXNARD

Oxnard, the smallest of the cities visited for this study, has a total population of 82,000. The Oxnard Neighborhood Car Plan was instituted in January 1971 in Colonia, a section of the city characterized by unemployment, poverty, high crime and overcrowded housing. There has been a history of police-community antagonism which was at its worst during a riot in 1971. Ninety percent of Colonia's 13,000 residents are Mexican-American.

Funding

Oxnard is unique in that it requested no funding for its team policing experiment. Planning for the neighborhood car plan was done primarily by the Chief, over a six-month period. A psychiatrist who specializes in community psychiatry assisted in the planning process and held meetings with a small group of officers.

Thirteen police officers were assigned to the Colonia area after volunteers were screened to eliminate officers who were seen as overly aggressive or not sincerely interested in the concept. Although two Mexican-American officers were assigned to the team originally, they felt the community was placing too much pressure on them and requested transfers after working in the area for a while.

Training

Training has consisted primarily of required courses at a local college. All team members received a three-credit group dynamics course at the beginning of the program and a Spanish course later. There is a $15 per month salary incentive for team patrolmen who speak Spanish. (Education is encouraged by the city with reimbursements for course fees and salary differentials for associate and bachelor degrees.) The Chief noted the need for more training in group dynamics and ethnic studies.

Investigation

Patrolmen have not taken on any additional investigative responsibilities, nor have detectives been assigned to the team.

Supervision

Supervision rests with the team commander (lieutenant) and a sergeant, who also performs routine, city-wide functions most of the time, but the sergeant is deeply involved in planning, training and liaison with the community. The lieutenant has direct access to the Chief and meets with him regularly. Team meetings are held once a month.

Deployment

Deployment of men is based on a "4–10" plan, each officer working 10 hours a day, four days a week. Tours are arranged so that maximum coverage is achieved at peak workload times. A combination of one- and two-officer cars is used at night

Community Relations

The primary emphasis in the team is on developing rapport with the community through a non-aggressive, social service orientation. No special insignia or uniforms distinguish team patrolmen. Foot patrol is encouraged but left to the discretion of the men.

The police have attempted to help the community by participating in a walkathon to raise money for recreation projects, teaching boxing to youth, working with a local car club, and developing a referral services booklet in both Spanish and English to serve as a practical guide for services.

A citizen advisory board was selected with the help of a local anthropologist. The five-member advisory board was drawn from residents (not traditional spokesmen or leaders in the community) who were selected by an anthropologist for their honesty, respect in the community and ability to represent different segments of the community. The board meets monthly with the team to discuss problems and planning for the area.

Evaluation

Monitoring is provided on a voluntary basis by a community psychiatrist. Chief Owens is conducting an evaluation which will:

- Measure police attitudes using the International Association of Chiefs of Police's (IACP) Attitude Scale both one and two years after implementation; and using the entire patrol force, a matched group of officers, and the national IACP baseline data for comparison.
- Analyze crime and arrest statistics including the number and nature of arrests, assaults on policemen and incidents of resisting arrest. Other patrol officers and previous years will be used as comparisons.
- Analyze sick leave, injuries and accidents.

Because the team was selected from volunteers, it is likely that their attitudes *initially* were different from other officers in the department. Survey results indicate that the team officers now are more *positive* about: crime prevention, the value of the social sciences, support for law enforcement from the public and the value of a sense of humor in police work.

NEW YORK

The major changes involved in implementation of the Neighborhood Police Team concept, launched by New York City in January 1971, can be summarized as follows:

- Responsibility to have the team develop information and methods for dealing with police problems around-the-clock.
- Professional supervision (consultation, setting up of objectives, developing an educational program, understanding the patrol officer's job problems).
- Assignment of neighborhood cars to all non-emergency calls for service. Sending a neighborhood car out of its area only for emergencies that cannot be covered by other cars.
- Special police units inform themselves of neighborhood team goals and, whenever possible, consult in advance with the team commander, who is responsible for a local area.
- Community relations as an important function for the team commander and for patrolmen—who design citizen contacts to increase citizen involvement in crime control and to assist the police in meeting local needs for police service.
- Planning (learning about crime patterns, allocating personnel, developing preventive programs and service activities) and innovation (by delegating authority to sergeants, the number of people with power to innovate is increased).

Overall Planning for the Program

In November 1971, Commissioner Murphy asked his Planning Division to write an order initiating a team policing concept.

The Planning Division then drafted operating guidelines and helped select four outstanding sergeants to become the first Team Commanders. These individuals were thoroughly briefed in the concept. They visited other cities in which team policing had been implemented. Then, they selected their teams from among volunteers in the precincts in which they were assigned as team commanders. Teams implemented after this time were not as thoroughly prepared.

The program mushroomed until, in January 1973, there were five entire precincts (a total of 29 teams) and an additional 33 precincts with either one or two teams. Over ten percent of the patrol officers were members of the team. However, partly due to this rapid expansion, many of the concepts under which the teams were to operate were never truly implemented. The following discussion highlights many of the problems which made implementation difficult.

Problems with Implementation

Perhaps because of the many other important priorities in the police department, the growth of the program has not been a model of planning. The Department's coordinating staff, during most of this growth, consisted of two individuals in the office of the Director of Planning. These individuals had all they could do just to arrange for opening ceremonies for new teams and briefing of new Team Commanders. There was little or no time to brief precinct commanders and there was extremely little time to attend to the problems which Team Commanders identified in their monthly reports. None of the patrolmen or team commanders received any special training until much later in the program.

The reasons for this rapid growth are not obscure. One reason for adding some of the teams was that the Police Commissioner found that when citizens made demands upon the police they often would accept the installation of a new neighborhood team as a resolution of the problem. Politically active citizens liked the idea that they would have a team designated for their neighborhood and apparently were reassured by being able to see police cars labelled "Neighborhood Police Team."

At the same time, the complex problems associated with installing effective teams were—for the most part—deferred. Precinct commanders often had an incomplete notion of what was involved in team policing. Sometimes there were conflicts between team commanders (sergeants), team members and other officials in the precincts. These conflicts often resulted from a lack of understanding of the principles of the neighborhood team program. For example, a patrolman in a neighborhood team might be directed by his team commander to patrol a special beat but he might be stopped by a precinct sergeant for departing from a department-authorized beat. Similarly, a neighborhood team commander might carefully schedule his manpower to be able to have more men available on a particular shift; and the lieutenant in charge of that shift might then take his carefully preserved manpower away from the team area and assign it to another part of the precinct that had a shortage at that period.

Particularly troublesome has been the failure of the Department to get its communications division to alter its operations to adapt to Operation Neighborhood. The idea of the program is to have patrol officers become familiar with an area and then to provide service. If patrol officers from other areas answer as many calls as the neighborhood police do, then much of the effect of having special knowledge of an area is lost.

Dispatch guidelines were worked out as part of the original order from the Chief Inspector. Cars were to be sent out of neighborhood team areas only in an emergency; and they were to be sent on emergencies only when other cars were not available. However, the Department has not been able to adhere to these guidelines.

Overall Results

These problems with implementation point out the need for careful planning and for training for both patrol officers and supervisors *prior to implementation*. Stable assignments to neighborhoods also should be decided on in advance, and procedures should be developed to assure stability.

It is important to note that the model of team organization used in New York City differs in three important respects from the organization we have suggested:

- Investigative tasks were not delegated to the teams, the patrol officers were not given increased investigative responsibilities and detectives were not assigned to the teams
- The Team Commander, a sergeant, was responsible for supervision and administration of an entire team (as many as 45 officers)
- Lieutenants and other shift sergeants had no formal relationship to the team, resulting in conflicts.

Presently, New York City is experimenting with assigning detectives to the teams and with new methods of organizing precincts in order to improve the effectiveness of teams. One organizational plan would make four lieutenants "zone" commanders and would assign four sergeants to each lieutenant. Sergeants would have responsibility for a geographic area within the larger area. Each sergeant would have his own team of about eight officers.

Variability among Teams

Teams in New York City vary greatly in their approach and apparent success. One precinct commander, by sheer force of personality, seems able to resolve command conflicts built into the New York system and to assist his team commanders in running worthwhile teams. That particular precinct commander tells a story which illustrates the potential importance of neighborhood team policing. He relates an incident in which team policemen, who recently had a meeting with the members of a local Mosque, cooled a situation started by some tactical police. Because they knew the people involved, the team members may have prevented a serious incident.

There are other "success" stories in New York City. A detailed description of one team's efforts is contained in Appendix D.

LOS ANGELES BASIC CAR PLAN
(Not a Neighborhood Police Team Program)

The Los Angeles Basic Car Plan was implemented city-wide in April 1970 after a five-month experiment in two patrol divisions in the city. The idea of the program was to increase police-community cooperation in order to reduce crime.

Based on workload, Basic Car Districts were established. Each District had a team of nine officers consisting of one lead officer, five senior officers and three probationary officers. Three officers were assigned on each of the three watches to basic radio cars, called "A" cars. Additional radio cars, "X" cars, overlapped the basic car areas during periods of increased workload.

The lead officer had responsibility for coordinating activities of the Basic Car District. However, the supervisory structure remained unchanged, with no sergeant or lieutenant having responsibility for a geographical area on a 24-hour basis.

In addition, the Basic Car Plan does not fulfill the other organizational requirements of neighborhood team policing. Detectives were not assigned to teams (nor were the officers given increased investigative responsibilities), territorial integrity was not maintained (Basic Cars, contrary to program guidelines, were sent out of their area and other units frequently worked in the Basic Car District), interaction with the community was limited mainly to monthly community meetings, there was no team commander with authority to make decisions on deployment or to analyze crime and plan strategies to prevent it.

DAYTON
(Not a Neighborhood Police Team Program)

The Dayton team policing project is an ambitious community-oriented program, but it is not a neighborhood police team program.

Dayton organized a team consisting of a lieutenant as team commander, four sergeants, 36 patrol officers, seven detectives, five community assistance officers (assigned to three different grades), a community coordinator (paid), a coordinator for the Neighborhood Assistance Program (a paid director) and one secretary. The team was responsible for all investigations in its area, including homicide investigations. A generous budgetary allotment was made for overtime, subject only to the approval of a sergeant.

A Neighborhood Police Assistance Council met once a month with the team commander. In the initial stages of the program, the Council participated in screening the officers who were assigned to the neighborhood area, and they apparently succeeded in defeating the assignment of at least one officer to the team area.

The coordinator for the Neighborhood Assistance Program was responsible for a group of Neighborhood Assistance Officers, who were unpaid volunteers given five weeks of training at the police academy. These volunteers used walkie-talkies, directed traffic at fires and accidents, rode together with sworn officers, checked business establishments for break-ins and watched high-risk locations for burglars. These volunteers also kept a neighborhood office open around-the-clock.

While it was originally intended that rank distinctions should become less important, no effective provision was made for having team meetings to exchange information or to plan for the neighborhood. Consequently, the planning had to be done by the lieutenant in charge and the program bears greater resemblance to a small precinct than to a true team. Even if attempts had been made to have team meetings and to involve the patrol officers in planning and in community relations projects, the large team size (47) might have inhibited meaningful interaction.

SYRACUSE
(Not a Neighborhood Police Team Program)

The Syracuse Police Department's Crime Control Team was the first and probably the most widely publicized team policing program. Its principal characteristic was the assignment of a team of officers to be responsible for crime-control activities in a neighborhood. These activities included street patrol and investigative activities and the team, theoretically, was responsible for all crime control activity in the area.

The reason the Syracuse program is not considered in greater detail in this chapter is because it lacks several important elements of neighborhood team policing. Other officers, not members of the team, were responsible for police service calls in the same area in which the Crime Control Team operated. After the program was in existence for a while, the non-crime officers were placed under the command of the commander of the Crime Control Team. However, the police function was still divided between officers responsible either for crime control or for police service. The idea of team responsibility and team planning was lacking, and there was no emphasis on community relations or on improving police service in order to increase the flow of information from the community to the police.

CHAPTER III. PLANNING, IMPLEMENTATION AND ADMINISTRATION

This chapter and the following two chapters outline most of the major areas requiring decisions before a department embarks on a team policing program. The next two chapters (Education and Training, and Supervision and Lines of Authority) discuss two subjects of such great importance that they have been given separate treatment.

A. Commitment by Top Management

The consistent support of top level police management is crucial for a neighborhood team policing program to win acceptance in a police department. Administrators must understand and accept the program's basic concepts. They must make the necessary administrative changes and be ready to take remedial steps if individuals or divisions are slow to accept those changes. They must avoid issuing contradictory instructions by being sure that other innovations are consistent with the team concept.

For successful implementation of team policing programs, top management must be committed to certain principles. Each is briefly presented below and discussed in detail in the following sections and chapters.

1. Wide Participation in Planning.

Both officers and officials should be involved in the process of planning for the implementation of neighborhood team policing. The involvement of personnel at all levels will communicate top management's commitment to using all ideas available in the department. It can set a management style which will encourage lower level managers also to involve their subordinates in the planning process. It can also be a method of communicating program concepts to key members of the department, and through them, to the department as a whole. This may help to build general support throughout the department.

2. Comprehensiveness of planning.

Comprehensive planning should be undertaken by the task force so that all parts of the police system will support the neighborhood team policing concept. Depending on the size and characteristics of the department, planning should take from six months to a year, with particularly careful departments taking one-and-one-half years.

One problem to be addressed is the development of incentives for officers to provide effective, publicly acceptable police service. The evaluation of a patrol officer's performance should be revised to include more than just his arrests and traffic violations. Skill and effectiveness in handling family disputes, making appropriate referrals to non-police agencies, involving citizens in helping the police, gathering crime-related information and other contributions to team success should also be taken into account.

3. Delegation of Authority.

All field commanders must be given broad operational authority, including the authority and responsibility for effective implementation of the neighborhood team program. Unless other commanders are given as much flexibility as team commanders, they may resent the teams and resist their suggestions. Commanders who supervise team commanders must be held responsible for understanding the team concept and creating the supervisory climate needed for it to be successful. Team commanders must be given broad authority to make day-to-day decisions within the guidelines and necessary limits placed on them by their supervisors.

4. *Professionalism.*

Role concepts for team commanders, sergeants and patrolmen, must be changed from the traditional quasi-military model to a more professional model. It is particularly important that the patrol officer be treated with respect, that his knowledge and abilities be more fully utilized and that he be given continuous in-service training.

5. *Training of officials.*

Team commanders and higher ranking officers must be trained in the use of their new decision-making power. Flexibility and decisionmaking may not come naturally to someone who has adapted to a quasi-military police organization.

6. *Training of officers.*

Officers should be given training which will orient them to their new role and provide them with skills that will increase their contributions to their teams.

7. *Community relations.*

Top management must be committed to policies and tactics which make community relations and police service the foundation for effective law enforcement and crime reduction. Street stops or field interrogations should be used sparingly, with concern both for legal limitations placed on the police and for the potential loss in community acceptance which such tactics may cause.

8. *Command assignments and dispatching procedures.*

Community contacts can best be established, maintained and utilized if officers are kept in neighborhoods to which they are assigned and are not rotated frequently. Dispatching procedures also must permit teams to handle most of the calls in their neighborhoods.

B. Planning Capability

For the implementation of neighborhood team policing, the department will need competent planners, especially during the transitional period. For example, every department needs skilled staff to allocate manpower, design effective dispatch systems, design personnel systems (including recruiting, training, incentives programs and promotions), design systems to store and use information, and design public relations campaigns. All of these skills must be used simultaneously, harmoniously and sensitively to implement neighborhood team policing effectively.

While some departments may locate these skills among their personnel, others will need to supplement their skills by hiring new personnel or using consultants. Thought should be given to hiring people who are experienced with neighborhood team policing. The viewpoint of experts without a police background may also be valuable because it is free of inbred department bias and may provide a new kind of creativity.

An outside consultant might also be considered to review progress in the program and to evaluate its effects as it is implemented. A good consultant may be more independent and objective than department personnel. Given thorough cooperation, a consultant may assist the police department to avoid mistakes or discover problems which might otherwise go unnoticed because members of the department may not bring them to the attention of top management.

C. The Task Force Approach

The task force approach appears to be the most promising method for developing an implementation plan for team policing programs. The task force should be made up of officers who will be members of neighborhood teams and supervisors who will be responsible for their operation. It should also include planners and other high-level officials or should coordinate its efforts with them. By involving them in a task force, the officers will have special incentives to develop realistic plans, and they can become a powerful force in implementing the program and persuading other officers of its value.

1. *Selection of task force members.*

The first step in implementing the task force is the selection of its members. Cincinnati's task force for planning ComSec, which consists of six teams in one district, has the following members: the District Commander, three team leaders (lieutenants), six assistant team leaders (sergeants) and six team members (specialists and patrolmen). The composition of this task force is similar to those used in the Kansas City, Missouri, Police Department. In Kansas City, however, patrolmen and supervisors are formed into many task forces, each of which is given a problem to work on and the task of recommending innovations to attack the particular problem. Kansas City's task forces are very democratic in their operation, enabling them to use constructive suggestions from all participants, regardless of rank. While the highest ranking officer often acts as "chairman," his role is to encourage participation and not to dominate the meeting.

2. *Non-patrol members of task force.*

Both Kansas City and Cincinnati use patrol officers on their task forces. Consideration also should be given to including employees from other concerned divisions, such as detective, vehicle dispatch, legal counsel, or planning. Excluding detectives from the task force may be particularly risky because their future cooperation may be extremely important.

Since neighborhood team policing is an innovative program, the task force should *not* be selected to represent existing divisions, which may each have a vested interest. It may be possible for flexible, open-minded personnel to rise above these vested interests and make important contributions to the planning process. In most cases, however, it will be more desirable to have the task force proceed without their direct involvement.

Even with extremely competent and flexible personnel in the rest of the department, care should be taken to keep the membership under the "magic" size of 15 to 25, beyond which group planning can become extremely inefficient. For efficient functioning, the task force probably should work in committees and meet only to review committee reports and to make major decisions.

3. *Objectives and procedures of task force.*

The Cincinnati Task Force was reorganized by the department's Program Management Bureau and given specific tasks to perform. Carl B. Lind, Director of the Program Management Bureau, outlined the general task and steps to be taken by the Task Force in a memo to Chief Goodin (10–2–72):

> Many of the concepts in the COMSEC proposal need definition and further delineation. Some of the concepts are unorthodox abstractions which do not lend themselves readily to precise definition, and are difficult to visualize in concrete forms. It is highly critical that a suitable approach be employed by the Task Force to achieve their goal, the documentation of ComSec Operational Guidelines. *Special care must be taken to make certain the current Police Division procedures, policies, rules and regulations be ignored initially by the Task Force.* If not, the Task Force will be hung up on constraints found in the existing system, with their product most likely being a modified version of the existing system. Once the Task Force has documented their version of the operational guidelines, consideration can then be given to constraints found in the existing system. (Emphasis supplied.)

In addition to these general directions, the Cincinnati Task Force was told, in substance, to:

- Examine and explore objectives already defined by the Program Management Bureau in a funding proposal
- Define concepts, such as the role of the team and team members, authority of the team commander and team members, changes in street procedures, the role of "collators" (people to collect information and disseminate it among the teams), and general enforcement priorities
- Write operational guidelines and define organizational relationships
- Examine and, when necessary, redefine the guidelines to fit legal constraints, resource constraints (number of available patrolmen and supervisors, money, equipment, etc.) and organizational constraints (procedures and rules which should not be supplanted or absolutely cannot be ignored)
- Submit guidelines for review by the Police Chief and his designated officials
- Respond to criticisms of the guidelines and prepare them for final approval by the Chief
- In the course of its work, develop materials for use in a training program
- Develop within the task force a pattern of interaction and team decisionmaking—to serve as a model for later implementation in the teams.

An effective task force should generally follow the Cincinnati model. It should be careful to detail enough so that the program can be effectively implemented. But each new guideline must be examined to ensure that it does not unnecessarily deprive teams of their desired flexibility. Teams must be able to adapt their programs to local conditions and to their own manpower resources. (Appendix A contains some sample guidelines.)

It is particularly important that the task force address the question of appropriate street patrol procedures. In some cities, the increased flexibility and team spirit have caused some teams to use aggressive street patrol practices and, in one instance, to make a large number of group arrests (arrests of more than one person at the same time). Although these tactics may temporarily reduce crime and may please some elements of the community, they may generate animosity, create an increased risk of attacks on police, reduce citizen willingness to cooperate with the police and, in the long run, reduce crime control effectiveness—which neighborhood team policing attempts to achieve through closer community ties.

A useful job for a task force is to define effective alternative methods of dealing with some typical police situations. For example, some narcotics addicts not involved in large-scale selling might be referred to treatment programs. Feuding couples might be referred to family counseling agencies. Spray caps might be purchased so that fire hydrants might become a legitimate source of summer fun. Jumper cables and a small quantity of gasoline might be carried so that motorists blocking rush-hour traffic can be given effective assistance and traffic jams be unsnarled. Some police cars might be equipped with special bumpers to give jump-starts or push cars out of busy streets. In general, the task force should develop methods of making it possible for team commanders to implement constructive ideas which the teams may later find valuable.

The proper relationship of police to citizens might receive detailed consideration. What use should be made of a trained police auxiliary? To what extent should commanders be encouraged to have untrained civilians helping gather information, conduct lookouts, or act as foreign-language translators by riding together with patrolmen? Should there be formal community meetings with all teams, or should this be an option of the team commander?

Guidelines also should be developed for the minimum frequency and duration of team meetings and the availability of in-service training at those meetings. If these guidelines are not drawn up, the team commander may constantly have difficulty persuading his superiors that a meeting is important enough to keep men off the street. Yet these meetings are essential for running the team properly.

4. Sensitivity to community feelings.

Since an object of neighborhood team policing is to bring the police closer to the community, it is important that the police be sensitive to community feelings. This sensitivity can be acquired in a variety of ways. One or more citizens might be invited to join the task force. A separate citizens' committee might be formed to review preliminary task force findings. Task force results might be given to several community groups, expecting a greater diversity of comments through this process and also reducing the chance that some single group of citizens, claiming to represent the community, might make a public objection to the plan. While neighborhood team policing is not a program designed to give the community control of the police, citizen opinion should be carefully considered before plans are completed.

5. Informing other police officers.

In most departments, the planned neighborhood team policing program is so large that it is probably not desirable to include all police officers to be involved in the program as part of the task force. On the other hand, members of the task force should be expected to keep other members of the department informed of important task force activities. This is an important step to prevent negative rumors. It may be facilitated by providing each task force member with a list of officers whom he should attempt to keep informed.

Of course, the planning process can involve all potential team members if the team is going to be relatively small.

It should be made clear from the outset, both to the task force and the department, that the task force's job is to set up general working guidelines. The operating procedures of each team will be determined by that team acting, in effect, as a task force. In addition, the original guidelines should be revised (either by the chief or by periodic task forces) as members of the department discover problems and make suggestions.

6. Involving all police officials.

It is crucial that police officials, of all ranks, be invited to comment on task force work products and be informed of task force progress. In one city, for example, high level commanders often were left uninformed about the objectives of the program or were left to feel that neighborhood team policing was a temporary and relatively unimportant aberration from ordinary police practice. All police officials should be invited to participate and made responsible for cooperating with the implementation of the program.

7. Allocating task force resources.

In general, the task force will find itself overburdened. Its task could be endless. However, like all other planning efforts, the task force must discipline itself to meet its deadlines. In the process, it should develop descriptions of work which can profitably be done at a later date. Necessary additional work can then be undertaken within the department after the program is implemented, or the description can be communicated to the National Institute of Law Enforcement and Criminal Justice, LEAA, which is constantly looking for useful research which can improve police operations. The National Institute may then give the department funds with which to conduct the research or it may find some other research agency to complete the job effectively.[1]

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[1] Write or call the National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, 633 Indiana Avenue, N.W., Washington, D.C. 20530.

D. Commitment by the Police Union or Organization

The support of the police union or organization is extremely important to the success of neighborhood team policing. In the interest of greater professionalism, increased job satisfaction, reduced tension with the community, reduced danger from attacks from the community, and better policing in general, a responsible union should try to assure:

- That implementation of neighborhood team policing be preceeded by effective planning so that it is likely to succeed
- That union officials and rank and file officers be included in the planning process.

A narrow union approach might resist neighborhood team policing because, like all innovations, it will introduce many uncertainties about police careers. The diversity of approach which may result from team planning also may make contract bargaining somewhat more complex. Instead of bargaining over the particular hours on which a patrolman will complete a shift, the talks with management might shift to the procedures to be used to determine hours.

There is no doubt that life will become more complex for a union operating under neighborhood team policing. However, the gain in stature for union members should outweigh this consideration in the minds both of union leaders and of the rank and file.

An example of the kind of constructive leadership called for was the successful campaign of a police union in Portland, Oregon. In that city, a police union appealed directly to the city council for a progressive police program. That program called for: (1) increased education requirements for patrolmen, (2) an improved planning capability in the department, and (3) improved wages. The union placed improved policing high in its priorities for action.

Management approach.

Potential union opposition to neighborhood team policing calls for a sensitive management approach. No pat formula can be provided because different union leaders will react differently—just as different police leaders react differently.

Management's problem is the mirror image of what happens when a union leader wants to suggest change in the department. Management and union must each seek a strategy designed to accomplish their own goals.

In departments with responsible managements and union leadership, cooperation is simple. The leaders talk to each other openly and frequently. Free interchange of information is the easiest way to maintain cooperation.

In departments with somewhat weaker union-management cooperation, initial plans might be developed somewhat before the union is informed of specifics. However, plans should be made to inform the union early. The union should never be left to learn about programs through its own resources. That kind of breakdown in communications is dangerous and may well lead to a misunderstanding that is not based on the merits of the proposed innovation.

Where union leadership is inflexible and hostile to the idea of neighborhood team policing, management will have to decide whether it is worth the battle. Theoretically, it is within management's prerogatives to set policy for almost the entire neighborhood team policing program. However, a department should face the reality that it can accomplish only what its officers will support. Unless the management is strong enough to ignore union leadership or to appeal directly to the membership, over the heads of the leaders, then neighborhood team policing should not be attempted in opposition to the union. Instead, extensive efforts should be made to lay the groundwork so that union leadership and membership may, at some time in the future, have a greater understanding and appreciation of the program.

E. Pilot Project

The Police Chief or members of his staff must consider whether to begin team policing with a pilot project in one or two small sections of the city or whether to begin on a larger scale or city-wide. In a large city, the advantages of implementing the concept in one or two areas for a period of six months to a year will outweigh the advantages of immediate city-wide implementation. A police department which ultimately will have only a few teams might just as well implement them simultaneously.

The advantages of a pilot project are:

- A small project makes it easier to innovate without committing the department to city-wide implementation. This also may permit potential opponents to "wait and see." If the program succeeds, opponents may be persuaded.
- A pilot project allows the department to experiment with alternative forms of organization of teams.
- In a traditional, potentially resistant department, there may be an advantage in beginning a new project by using volunteers.
- In a city with potentially resistant neighborhoods, site choices can avoid those neighborhoods until the reaction to the pilot project is clearer.
- Team policing requires organizational changes that are complex and interrelated. The planning process, using a task force, will be new to most cities. The first task force members will be learning how to operate effectively as it proceeds. Their recommendations can be tested in a pilot project, and unanticipated problems can be more easily resolved within a small program than in a large, department-wide program.
- The scope of the changes required by team policing may be too broad and complex to be handled efficiently in an entire large- or medium-sized city.
- Training is required for team commanders, sergeants, and patrolmen. Most cities do not have the capability to train a large number of men at one time. A pilot project followed by a gradual increase in the number of teams allows cities to use training resources for the retraining of manageable numbers of officers. A gradually expanding program also will provide a core of police officers who may be used for training and consultation with new teams.
- It is easier to fund a pilot project than a city-wide program.

The disadvantages inherent in a pilot project include the following:

- Political pressures for the implementation of teams in the other neighborhoods may develop, especially if the word is out that the program is successful. Citizens will want their share of the program immediately. In one city, some citizens demanded neighborhood police teams and the department tended to respond to more general citizen demands by installing neighborhood teams. This political use of the team program caused the rapid expansion of an imperfectly planned program.
- The pilot project may be viewed by some citizens as favoritism or an effort to give the underprivileged special attention at the cost of police service in other neighborhoods. This may lead to outright opposition to the program or, conversely, to its too rapid expansion. (One may deal successfully with such potential problems by placing initial teams in a broad range of neighborhoods throughout the city.)
- In some departments, patrolmen not in the team program became jealous of team members. This problem, which can result in a lack of cooperation within the patrol division, is especially likely to occur if members of a team are given special privileges, such as exemption

from station duty.[2] Therefore, care should be taken not to give members of a pilot project any privileges that are not related to the basic concepts of the program. Members might, for example, have team meetings in place of roll call, but they should continue to take their fair share of objectionable duties.

These disadvantages have been dealt with fairly effectively by some departments implementing pilot projects through careful planning, the use of a task force, and well organized publicity campaigns.

F. Education

The neighborhood team policing concept creates an opportunity for a police department to fashion a new, more effective educational system. Education can emerge from the classroom and take place in the field, within an operating team of officers. Education can be converted from theoretical exercises to practical on-the-job training.

In order to change traditional patterns of supervision and police response, a well executed education program is essential. The first object of this educational program, to inform people about the new program, may be best accomplished through the task force process (described above, page 51) and through a series of seminars for non-participants in the task force. However, continuing education must be arranged in order for officers to learn—in detail—how to perform the new tasks expected of them and to discuss the reasons for implementing many of the program concepts.

The subject of education is so important that it is discussed more fully in Chapter IV of this book (page 67).

G. Communications and Dispatch

The importance of the communications division to neighborhood team policing can hardly be overstated. The person answering the telephone is the first line of contact for a citizen requesting police services. Curt or discourteous personnel can destroy the work of the patrol division. Careful, sympathetic responses can help to build the police-community relationship that is needed.

The first responsibility of communications, under neighborhood team policing, is to determine whether a call involves:

- A crime in progress or just committed.
- Any other emergency requiring immediate attention.

Obviously, when a crime is occurring or a person's life or safety is in the balance, the first mission of the police department is to speed the nearest unit or units to the scene.

If the call is not an emergency, then the police should courteously explain that a neighborhood police team unit will be sent when it becomes available. An explanation should be added so that the caller will understand the department's decision to delay service slightly in order to have *neighborhood* police handle most of the calls in their own neighborhood.

Of course, citizens desire fast service and the delay in waiting for a neighborhood unit may not always be appreciated. If a citizen objects vehemently, states a special need for fast service or calls back, then a non-neighborhood car should be sent. After a long period of time (say 60 minutes) has elapsed, then a non-neighborhood car should also be sent. (See also Chapter V, p. 75, for circumstances under which a contingency dispatching plan may be utilized.)

1. *Foot patrol.*

It is important that the communications division be able to dispatch foot units, scooter units or patrolmen assigned to cars but temporarily away from them on team business. This requires that each patrol unit have its own walkie-talkie. Unless this communications capability is provided, there will be a strong reluctance for team commanders to encourage their men to meet citizens. If they have walkie-talkies, he can encourage them to volunteer for their fair share of the service calls, or dispatch can arrange to assign nearby foot units directly.

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[2] The frequency of station duty may, of course, be reduced by hiring clerks who may reduce the need for any officer to be diverted from his professional role.

In congested urban areas, the dispatch of foot units is especially important. Often the foot unit can be at the scene faster than any other unit. Of course, there are problems with echoes and dead spots in the concrete caverns of large cities, but methods are available to reduce or eliminate this problem. In any event, it is preferable to try to reach a foot unit and fail than never to try. Foot units should be considered available resources and used when they can be assigned.

2. *Dispatching officials.*

Under the suggested method of precinct organization (see Chapter V), the team commander is required to designate an official (sergeant) or officer as a supervisor for every period of the day. In addition, the manager (precinct captain or division commander) is asked to inform the dispatcher of each on-duty supervisor (who may be a designated officer) assigned to that neighborhood so that a supervisor may be dispatched to a call when needed. When a supervisor is out of service or otherwise occupied, the lowest ranking supervisor (as designated by the manager) from a contiguous neighborhood is to be assigned. If no supervisor from a contiguous neighborhood is available, the lowest ranking supervisor available is to be assigned. Obviously, this system requires coordination with the patrol managers, proper training of the dispatchers, and—in larger departments—some modification of computer systems so that the dispatcher will know the correct order in which to dispatch supervisors.

3. *Alternatives to sending units.*

Consideration should be given to developing guidelines for handling calls without sending patrol units. The most obvious opportunity for this treatment is the call whose only purpose is to report a stale crime for insurance purposes. The caller might be given a brief telephone interview to establish that there are no available leads to the perpetrator's identity, and then he may be sent a crime reporting form by mail. Other types of incidents may be more difficult to handle without sending a unit, but carefully prepared interview schedules might be used by the dispatchers so that they can find out whether a unit is really needed. While this may imply a need to expand the dispatching staff somewhat, the corresponding saving in patrol time may justify the effort. Of course, the dispatchers will need to be carefully trained so that they:

- Will not unduly delay sending units in emergency situations by using an inappropriate interview schedule
- Will not refuse to send units when they are needed
- Will courteously explain their decision not to send a unit.

4. *Assigning more than one call at a time.*

Some departments already occasionally assign more than one service call to an officer at one time. This procedure informs the officer of the extent of the dispatch backlog by giving him his proportionate share of the necessary work. This may help to motivate the officer to weigh the importance of the service demanded by his first call against the increased inconvenience which the delay may cause him in completing his later assignments. In neighborhood team policing, this will reinforce the officer's sense of responsibility and will also indicate the extent to which each team member must perform so that the team as a whole may meet its service requests.

Emergency calls should, of course, be answered immediately and it should hardly ever be necessary to assign more than one emergency call at a time. If emergency calls can not be handled immediately, this is a warning signal to the department that there may not be enough patrol units available at that time of day.

H. Manpower Allocation

Allocating manpower among neighborhood police teams is little different from ordinary manpower allocation problems, discussed by Wilson and McLaren as manpower "distribution." [3] Generally speaking, manpower should be distributed according to workload. Therefore, if a single pilot team is established, it should receive its proportion of department manpower, based on an allocation formula.

As the team program progresses, team commanders should report regularly the data needed to determine their proper manpower allocation. In addition to the cold data, they should set forth specific tasks which they have defined and should estimate the manpower needed for those tasks. A responsive manpower allocation system will be able to shift personnel to work on important tasks defined by team commanders. Of course, all allocation decisions will be affected by the total number of officers available within the department.

Once officers are distributed to teams, team commanders have the responsibility of allocating them to specific tasks and hours of duty.

I. Crime Analysis Assistance for Teams

The team commander will need help with data collection and analysis to increase his effectiveness as an administrator. Many large departments can also provide assistance with their automated crime reporting systems, which have the capability of providing printouts giving the exact location of recent crimes by day of week, time of day and location.

One object of crime analysis is to determine times and locations at which crime is likely to occur so that manpower may be allocated to those shifts. The likelihood that a crime will occur may be predicted both from crime trends in previous weeks and, to account for seasonal trends, from the same period of time in previous years. Cincinnati is working on mathematical models for predicting the occurrence of crime for the purpose of manpower allocation.[4]

It will take most departments a substantial period of time before *proactive* crime analysis can be performed by computer. In the meantime, computer printouts can be prepared each month, giving the breakdown of crime by time of day and day of week. Printouts of that kind were provided to the Beat Commander in Detroit. The next most sophisticated step is to indicate on the printouts when incidents have occurred so close to one another that special attention should be paid to a particular area within the neighborhood.

1. Crime patterns.

Another type of crime analysis is more specific and somewhat harder (but possible) to perform effectively and efficiently by computer. For example, one team analyzes every crime or arrest report to determine whether the crime fits into a pattern of crime occurring within the neighborhood. In addition, pictures of locally active criminals are maintained on a team bulletin board. The team commander believes these methods have been effective.

2. Development of a list of referral agencies.

One innovation of potential use by teams is to refer citizens to non-police agencies. To assist team commanders in this program, a centralized project should be undertaken. Otherwise, team commanders may duplicate each other's work in discovering agencies of general use in the community. The list of agencies should include government agencies and private or church agencies. It should include brief program descriptions, including the problems for which each agency is suitable and any restrictions on agency use.

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[3] Wilson and McLaren, *Police Administration*, pp. 690–691.

[4] A "Prescriptive Package" on crime analysis units is being prepared for the National Institute of Law Enforcement and Criminal Justice and should be available shortly.

To avoid police conflict with other agencies, referral programs should be discussed in advance. In addition, all agencies should receive the proposed program description for their agency so that they will have an opportunity to improve its accuracy and to add other helpful details.

J. Team Size

The most important considerations in determining the size of the team and of its neighborhood are:

- Determining whether there are natural boundaries (rivers, highways) or cultural factors which indicate which areas of the city should be considered "neighborhoods"
- Determining what proportion of the patrol bureau should be allocated to that neighborhood, based on crime patterns and the frequency of requests for police service
- Assuring that the neighborhood is large enough to justify the assignment of at least one unit (one officer or two officer unit, depending on what is possible in the city) at even the lowest activity times
- Assuring that the team does not exceed forty officers, a size beyond which teams are believed to become too unwieldy
- Assuring that there are enough officers to handle service calls *and* all other important team activities.

Perhaps the hardest of these criteria to satisfy is the requirement that there should be enough officers to handle all important team activities. While there is no hard and fast rule of thumb on this issue, Cincinnati decided that only one-third of an officer's time should be spent on service calls; and St. Petersburg decided that only 35 percent of an officer's time should be so spent. While these percentages are arbitrary, they represent the best available police wisdom and may be used as a starting point for police planning.

K. Overtime Pay

Neighborhood team policing adds two new reasons for alloting budgetary resources to pay for overtime. First, there may be a need for an officer to continue an investigation which he has commenced. While extended investigations may not need immediate followthrough or may even be referred to an investigative unit, there are times that an officer should be permitted to continue following a hot lead. This will build an increased sense of job satisfaction and accomplishment.

Second, it may be far easier to schedule productive team meetings if officers who are not assigned to duty at the scheduled time of day can be given overtime pay as an incentive to attend. It is very difficult to construct work schedules so that all officers can attend during the regular working day. Overtime pay would help to solve this important problem.

L. Nine or Ten Hour Day

While the use of nine or ten hour working days is not necessary for neighborhood team policing, the possible use of such assignments may make the team commander's scheduling task easier and may help to satisfy officers who prefer the longer workday schedules. Therefore, the department should study the legal problems involved in permitting extended schedules and should notify team commanders of what is permissible.

M. Decentralized Budgeting

In order to add substance to the flexibility which has been given to team commanders and managers, serious thought should be given to developing decentralized budgeting procedures. In St. Petersburg, team commanders have some budgetary authority and New York City is considering providing each precinct commander with a budget over which he has discretion.

The size of the budget depends on how much authority will be delegated. For example, each manager might have a designated amount of overtime to allocate among the personnel under his command. He might also have a small fund to use for paying informants when, in his discretion, the payments appear to be justified (guidelines might be established concerning the conditions under which informants may be paid).

The team commander may be given a discretionary fund to pay for stationery supplies, photographic film, refreshments to be served at meetings held with the neighborhood in a police building, repair of portable radios (unless a centralized repair shop is maintained), gasoline for automobiles used by team members or neighborhood volunteers on team business, jumper cables or gasoline for assisting distressed motorists, and other items thought appropriate. Since no city has used this procedure for long, there is no guideline for the appropriate size of the fund. Perhaps the best method is to sit down with a group of designated team commanders and brainstorm about productive uses for a discretionary fund. Of course, the amount of money which team commanders may need in excess of their definable requirements *may* be given to the manager for allocation to the most deserving projects proposed by team commanders.

N. Coordination of Team Policing

If several neighborhood teams are formed as the result of the planning process, there will be a need for the teams to learn from one another. In a small program, this may be accomplished by having team commanders meet periodically. The larger the department, the more necessary it is to use an individual or a group as a coordinator, to:

- Analyze reports from team commanders and assist them in overcoming their problems in the early stages of implementation
- Arrange meetings of team commanders
- Investigate worthwhile team programs and describe them in sufficient detail so that they may be more widely used
- Improve communication between team commanders and trainers
- Act as a means of communication among administrative departments when there are implementation difficulties—such as a difficulty in following dispatch guidelines.

Some departments may consider it appropriate to extend the life of their task force to assist in coordinating the program. As operational problems arise, the task force can recommend solutions or can consider making changes in the original guidelines.

If the coordinating person or group is not part of the chain of command, it should *not* assume *line* responsibilities. If coordinators begin issuing orders or making statements that can be interpreted as orders, this will undermine the concept of the *responsibility* and *accountability* of line personnel, including precinct commanders, team commanders and team members. The coordinators can arrange meetings and issue newsletters, but they should not interfere directly in operations. (For optimal effectiveness, the coordinators should hold these positions for at least two years so that they can become expert in their tasks.)

1. *Internal inspections.*

The need to maintain the concept of *responsibility* and *accountability* of line personnel has serious implications for a "field operations" or "internal inspections" division. One of the tasks of such a division is to discover corrupt practices. This task will not conflict with the operations of a conscientious team and should be undertaken in any department with a corruption problem.

Another task sometimes handled by an internal inspections unit is to report on the efficiency of field operations. This task must be handled delicately and the inspector should be carefully trained to understand the program he is inspecting. It is appropriate for top management to *sample* the operations of management units to help it set major policies, to evaluate and advise middle managers, and to determine which of its managers is effective or ineffective. However, extensive local investigations which scrutinize patrol officers' performance can create an atmosphere of low morale and lack of trust. These investigators should avoid undermining the sense of professionalism and trust which must be cultivated among the officers for neighborhood team policing to work.

2. *Tactical units.*

Large tactical units should be less necessary under neighborhood team policing. When they are operating within a neighborhood, they should be subordinated to team commanders and their supervisors in order to promote the team's sense of responsibility for its neighborhood.

Tactical units are less necessary because team commanders can reallocate their personnel to special conditions. The team's flexibility can be increased by reducing the size of centralized units and adding their strength to the teams directly. Increased flexibility can be obtained by developing cooperation between team commanders so that they will assist each other in urgent situations by temporarily releasing personnel.

Tactical units will still have their function, however. Occasional saturation of areas with zero visibility (plainclothes) personnel or with uniformed personnel may be called for by special conditions. However, tactical personnel must be aware of the team concept and should not, by their agressive behavior, upset a team's carefully developed program of community relations. Tactical commanders also should consult with team commanders so that they will be fully informed about local conditions and groups and about special plans to deal with these problems. For example, the tactical commander should not send his men into the home of a militant organization before first following any notification procedures which may have been worked out in order to reduce the chance of misunderstanding.

The coordinators for a neighborhood team program should be alert to problems which might be created by tactical units. Tactical units should confer, in advance, with a local commander before entering his neighborhood. Consideration should be given to making tactical unit personnel responsible to the team commander in whose area they are working. While this may create problems of supervision in the tactical unit, it will preserve the principle of unity of command in the neighborhood.

3. *Other special units.*

Special units—including the juvenile units which so many departments find valuable—can create problems in holding line personnel responsible and accountable for their neighborhood. These units can also benefit from close coordination with teams and from learning about neighborhood conditions.

The problems created by special units should be considered in determining their appropriate size and functions. *Whenever a function can be effectively provided within a team, that function should be performed by the team.* A special unit is required only if a function cannot be performed within a team. For example, most officers are not now well equipped to deal with juvenile problems—so most departments should retain a centralized unit. However, if officers increase their sensitivity to juvenile problems and their knowledge of how to deal with them, part of the special juvenile unit should be disbanded. Similarly, if officers take an interest in vice investigations, or in traffic control, all or part of those central units may be disbanded.

O. Evaluation

There are three reasons why top management should consider evaluation of its neighborhood team policing program, and each of these reasons would call for a different kind of evaluation. The three reasons are:

- To determine what problems are occurring and how they may be remedied;
- To determine whether the program as a whole represents an improvement in operations or whether major changes should be undertaken to improve program effectiveness;
- To determine which teams are exceptionally good or poor so that the department may:
  - (a) Develop information about successful programs for consideration by all teams,
  - (b) Develop incentives for team commanders, and
  - (c) develop remedial programs for poor teams.

In addition, evaluation may be done to assist other departments in determining whether to adopt a similar program.

The decision about what kind of evaluation to conduct should be part of the early planning process. If evaluation is not planned for, the program may be set up in a way that makes evaluation difficult or impossible.

1. Problem Identification

An evaluation keyed to problem identification can rely on a "coordinating group," described above on page 61. In the past, departments have either used this kind of evaluation or none at all. It consists of receiving reports from team commanders, analyzing those reports and, when occasion seems to call for it, visiting the teams to check their operation on site.

The object of "problem identification" is: (1) to review team operations and determine whether they meet operational guidelines, (2) to identify problems which may not have been spotted in the guidelines, and (3) to devise remedies for problems that are detected. A systematic procedure should be developed for comparing team commander reports to program guidelines. The report might be required to fit a standard format[5] in order to facilitate that review. When problems are spotted in the review of the report, appropriate followup procedures should be implemented. In addition, teams should be "spot-checked" in the field to determine whether there are additional problems or advantageous programs which have not been reported.

A checklist of problems, derived from experience elsewhere, would include:

- Are crime and service call data being used for allocating manpower?
- Are team meetings being used constructively?
- Are reasonable plans being implemented to deal with neighborhood problems?
- Is the team using sound investigative procedures?
- Are dispatch guidelines being followed or are team members being required to spend substantial time out of their area?
- Are personnel continuously assigned to the same neighborhood?
- Is there a commitment to the concept of a team of professionals?
- Do patrolmen seem to have increased job satisfaction?
- Are there conflicts between team personnel and others?
- Is a sound in-service training program being implemented by the team commander?
- Does the team make appropriate use of referrals to non-police programs?
- Is a sound community relations program being implemented?

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[5] See Appendix B, for a reporting procedure for team commanders.

- Are volunteers being recruited and utilized properly?
- Is the team engaging in aggressive patrol tactics?
- In general, considering all available team resources, is the team accomplishing what might reasonably be expected of it?

2. *Program effectiveness.*

If a department is *committed* to neighborhood team policing, it may have little desire to do an evaluation of program effectiveness to test whether the program has worked. When any administrator is confident of his course, there is relatively little to gain from gathering information which is unlikely to affect his future decisions. However, if an administrator has several competing programs in mind, then he should consider developing his programs so that they can be compared to one another.

The decision about whether to conduct a program evaluation is like any other management decision. The relevant questions are:

- What will I get out of it?
- How much will it cost?

Generally speaking, less expensive evaluations will produce less information. Measuring the effect of a program on citizen attitudes is expensive because sound survey research is expensive. Measuring the effect on actual crime, as reflected in a victimization survey, is still more expensive because not every citizen has been victimized and several citizens must be interviewed to discover a single criminal incident.

If a department wants to compare two versions of team policing or to compare team policing to some other program, an experimental design is extremely important and should be developed in the early stages of program planning. *Areas of the city and police personnel must be selected to introduce as little bias as possible.* Preferrably, each program or "treatment" will be tried in more than one area. This will reduce the chance that *external effects,* such as changes in housing or unemployment, will have a different effect on one treatment area than on others. Personnel will be representative of the rest of the department. (They will be randomly chosen or will be selected because of some unbiased criterion. They will not be selected because of special abilities or because they are volunteers.)

3. *Performance measurement.*

The cost and usefulness of a program evaluation will depend, in part, on how *performance measures* are chosen and how the *data* are collected and analyzed. The basic measures of team policing are:

- Effect on crime
- Effect on the number of criminals apprehended and prosecuted
- Effect on community attitudes
- Effect on police attitudes and job satisfaction
- Effect on the quality of police service

Data for measuring these objectives can be collected from police and courts records, surveys of police, surveys of residents and businessmen, surveys of people receiving police service, and by studies using trained observers to record police conduct during a tour of duty. Greater detail is provided in Table III–1.

4. *Internal Management.*

Another objective of an evaluation system is to permit management to identify successful and unsuccessful programs. This will permit management to reward good teams, take remedial action for poor teams and to identify successful programs for possible use by other teams.

One approach to "internal management" evaluation may be illustrated by referring to an evaluation system being developed by The Urban Institute for the Atlanta Public Schools.[6] In a police department, teams or precincts with similar problems might be compared to each other. One method of measuring relative performance of team commanders is to perform anonymous self-administered surveys of the patrol force. This will enable the department to give each team a set of signals for each of the basic parts of the neighborhood team concept. A cleverly constructed survey may also give some indication of community attitudes and even of the amount of corruption in a neighborhood. For example, officers may be asked about the frequency with which they are complimented, insulted or attacked. They may also be asked to estimate the percentage of business people who would like to give a policeman a tip or gift.

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[6] In that evaluation system, schools with similar students are grouped together. If the students are learning significantly more than in most schools with similar students, the school receives a positive "signal." Performance significantly below average calls for negative signals. The developmental effort in Atlanta is examining the possible usefulness of such information to personnel at several levels in the school system. See Bayla F. White, et al., *The Atlanta Project: Developing Signals of Relative School Performance,* 507–3 (Washington, D.C.: The Urban Institute, 1972).

A patrol survey should, of course, be interpreted together with other measures of team performance (see Table III–1). Changes in crime rates and apprehension activity are important indicators. All the other output measures used in Table III–1 can also be used in an internal management system.

5. *National evaluation.*

One type of evaluation which might be overlooked by some administrators is a program evaluation design to provide information for other departments. Sometimes the department is "sold" on a program but would like to give less convinced police administrators a chance to learn from its experience. A reciprocal program of local experimentation and information exchange could be extremely valuable for all concerned.

An evaluation for national purposes may be little different from some types of internal evaluation. On the other hand, Federal funds might be available from the Law Enforcement Assistance Administration (LEAA) in order to serve this important national purpose. Whether LEAA decided to fund such an evaluation probably would depend on:

- Whether the application is for action funds, discretionary funds or research funds (National Institute of Law Enforcement and Criminal Justice)
- The cost of the proposal
- The importance of the evaluation, the soundness of its design, and the likelihood that information collected would have value for other localities.

TABLE III–1. Measuring Team Policing

OBJECTIVE	MEASURES
Reduce Crime	Reported Crime data (a *rough*) measure because of underreporting and possible improvement in reporting if community relations improve)
	Citizen and Business Victimization Studies
	Number of stores open after dark
	Gross sales of stores open after dark
Increased Apprehension of Criminals	Number of arrests for each type of crime
	Number of arrests resulting in prosecution
	Number of arrests resulting in conviction
	Number of arrests resulting from citizen information
	Time required to apprehend perpetrators of serious crimes
	Amount of lost property recovered
Improve Community Attitudes	Survey of residents and businessmen
	• Fear of crime
	• Number of people knowing the name of a neighborhood police officer
	• Attitudes toward neighborhood team policing (and knowing of its existence and purposes)
	• Attitudes toward police
	Number of volunteers, auxiliary police, members of supportive block associations
	Attendance at community meetings held by the police

TABLE III-1. Measuring Team Policing—Continued

OBJECTIVE	MEASURES
	Number of people involved in joint police-community projects
	Number of people cooperating with police by providing information or acting as "informants"
	Number of people cooperating as witnesses (and percent of people asked to cooperate)
	Citizen complaints or compliments
	Attacks on police
Improved Police Attitudes	Survey of officers and officials
	• Attitudes toward supervisors
	• Attitudes toward the community
	• Attitudes toward different types of police service
	• Attitudes related to the concept of a team of professionals
	• Job satisfaction
	Number of sick days
	Number of times sick leave was taken (the pattern may be important)
Improved Police Service	Survey of complainants, bystanders or offenders who recently saw a police "contact"
	• Satisfaction with service
	• Respect police showed to citizens
	• Effectiveness in solving the problem for which police action was taken
	Use of trained observers
	(Same measures as obtained from citizens, plus:)
	• Frequency and nature of police-initiated contacts
	• Frequency of use of force
	• Use of approaches not readily detected by citizens
	Referrals to non-police agencies
	Referrals actually receiving service
	Disciplinary action
	Frequency of use of a weapon by team members
	Frequency of use of force (not involving use of weapons) by team members

CHAPTER IV. EDUCATION AND TRAINING

Neighborhood Team Policing creates the opportunity to develop a new, more effective system of continuing education for police officers. While general education at a college or university may be important in developing competent professionals, the teams can be developed as a way for officers to continue their education, both by constructively discussing their experiences and by receiving job-related instruction. Education can be changed from a theoretical exercise into a process by which officers work with their supervisors to design a practical, immediately usable education program.

In addition to creating an opportunity, neighborhood team policing creates the *need* for a new system of education. It is necessary to involve all officials and officers in a training program which will spread the concept of neighborhood team policing through the ranks. The concept is not easy to communicate, and a full understanding is necessary before a person can appreciate how neighborhood team policing contrasts with ordinary police practices and how to put its concepts into practice.

A. Communicating the Concept

The task force process, already discussed in Chapter III, will involve some officials and officers in the process of writing operational guidelines. Unless the department is quite small, many professionals will still not be involved in this task force process.

Two principal methods for informing the rest of the department can be used:

- Informing top officials first and enlisting their support in informing the officers whom they supervise
- Informing officials and officers together, in groups of 10 to 20 (group size depends on one's judgment about the proper size of a group for communication purposes).

In departments with officials who expect resistance to the new program, it probably is best to follow the first method: brief them first. Through candid and open discussion, program ideas can be communicated, and officials may express their attitudes. This will enable top management to place its greatest reliance on officials who can understand and can cooperate with the concept. Other officials may be given positions in which their uncooperative attitudes will not affect department performance. (Of course, opposition to program concepts need not signify inability to cooperate and top management should not exclude officials from the program just because the officials are skeptical.)

Even in departments where officials are briefed first, it may be wise to include program experts in the briefing sessions which officials hold for their staffs.[1] This may insure a fuller treatment of the concept because two people may often complement one another in their method of presenting complex material. Of course, the expert must be careful to complement the official and not to antagonize him or undermine the respect he receives from his staff.

In departments which decide to brief their members together, regardless of rank, care should be taken not to spring the meeting on the officials by surprise. The purpose of a joint briefing is not to undermine an official's authority. Officials continue to act as supervisors and are responsible and accountable for their staffs under neighborhood team policing. The purpose of the joint meeting is to encourage the supervisors' staffs to begin thinking of themselves as professionals and to begin having the confidence to make constructive suggestions to their supervisors.

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[1] The word "staff" is used in this report to refer to officers or officials who report to a supervisor. It is thought preferable to use this terminology because "subordinate" is not a proper term for a police professional. Ordinarily, an associate in a law firm or a doctor in a hospital would not be referred to as a "subordinate." (Because this usage has been adopted, it will not be feasible to describe the group of professionals as "staff" or "line," pursuant to more conventional terminology.)

B. Educating Supervisors

"Communicating the concept" to police managers is a difficult task. The principles of leadership involved in a department committed to neighborhood team policing are different from traditional departments. Above all else, it is important to communicate the interrelated ideas that:

- A manager is *responsible* for the performance of his staff
- A manager is *responsible* for delegating *authority* to members of his staff
- A manager exercises his responsibility by:
  - —Setting *reasonable* limits on the authority of his staff
  - —Providing incentives, both positive and negative, for the performance of his staff
  - —Obtaining reasonable amounts of information about his staff for the purpose of finding out how they are performing and whether they have exceeded their authority
  - —Developing a positive, supportive relationship in which he and his staff freely exchange ideas and reach mutually acceptable decisions about most problems
  - —Holding those staff members who must supervise others *responsible* for establishing a reasonable supervisory relationship, including the delegation of authority, the setting of limits on that authority, providing appropriate incentives, obtaining appropriate information, and developing a positive management relationship
- A manager must divide his tasks among his staff so that there is a good match between the talents of the staff and the assignments given
- A manager is responsible for recommending that unproductive or counterproductive staff members, for whom no suitable tasks are available, should be transferred
- A manager is responsible for informing his superiors about his progress on assigned tasks, about the performance of individual members of his staff, and about changes in circumstances that require a larger or smaller staff for future operations.

There is, unfortunately, no easy rule to determine whether authority has been delegated properly or whether proper limits on the authority have been set. The problem is similar to the one faced by appeals courts in reviewing decisions by courts of original jurisdiction. The appeals judge determines: (1) whether the original court has interpreted the facts in a *reasonable* way, and (2) whether a rule of law, which must govern all cases, has been improperly applied by the original court. The purpose of review is to permit most cases to be decided by the original courts, as they *must* because of the relatively few appeals court judges. Therefore, the appeals court is engaged in the process of setting *reasonable limits.* It must not do everything by itself. It also must not permit the original courts to *behave unreasonably.*

1. Methods of educating supervisors.

Cincinnati, before implementing its ComSec program, arranged for all supervisory personnel involved in the project to take a course on the management of organizational change at a local university. Any well-taught course which discussed participatory management or delegation of authority would be useful. Courses designed specifically for police managers, with examples from police administration, would be the most useful—but other courses might include non-police students and the interaction with these students might enrich the course.

It is important that the management education:

- Deal with specific examples rather than general principles
- Permit the police managers to participate, question one another's attitudes and responses, and contribute their own experiences.

The lecture method should be used infrequently, for several reasons. First, it tends to involve and motivate the student less than other methods. Second, it is an "authoritarian" teaching method, which assumes that the teacher knows and the student does not. It may therefore reinforce the traditional attitudes of police managers, who may continue to use lecturing as their principal management technique. Third, it misses the opportunity for the teacher to give the class experience in how to handle management situations through role playing or other participatory techniques. These techniques would involve the students and provide for them an example by which to govern their future actions as managers.

Consideration also should be given to using filmed or taped situations as the basis for classroom discussion. The National Criminal Justice Reference Service of the Law Enforcement Assistance Administration would be a good source from which to get a current listing of available materials for specific subjects of interest.[2]

2. *Teaching specific skills.*

Some specific management skills are required by neighborhood team policing but not by other systems. The team commander, for example, can profit from information about:

- How to run meetings
- How to allocate manpower proportionate to needs
- How to develop a meaningful description of a neighborhood for the purpose of designing a responsive, comprehensive policing program
- How to enlist support from the community
- How to analyze crimes in order to:
  - —Uncover patterns of crime and devise appropriate strategies
  - —Increase the effectiveness of follow-up investigations which may be done by his team
  - —Decide whether to refer the crime to another unit
- How to conduct and to supervise investigations
- How to conduct local community relations programs.

Because each department will have its own version of neighborhood team policing, a full listing of required skills would not be feasible. The planners of the training program should review the management tasks described in this book—particularly the tasks set for team commanders in Chapter VI, page 80—and the guidelines being prepared by the department's task force. The training program should be geared to provide the information indicated by this review. However, care should be taken to differentiate between:

- Skills needed by all team commanders
- Skills needed only by team commanders in certain neighborhoods. (For example, the conduct of vice investigations or the ability to use simple conversational Spanish may be of use to some commanders, but not to all.)

Skills needed only in certain neighborhoods can be provided as part of the continuing education program which is conducted within each neighborhood team.

C. Continuing Education

The neighborhood police team is an excellent setting for on-the-job education. Team meetings, directed by the team commander, provide the opportunity for police professionals to learn from one another's experiences.

Through these team meetings, the need for different kinds of education may surface. For example, a recurring problem in dealing with family disputes involving children might suggest the need for special training. Specific deficiencies in knowledge of the law or of appropriate investigative techniques might be discovered. When these deficiencies are common in the team, one or more team meetings might be set aside for appropriate training. The team commander should work together with a training expert or consultant to decide how the subject matter might best be presented. If only one or two team members have the problem, the commander may be able to arrange for instructional sessions with those individuals, perhaps together with officers with similar problems from other teams.

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[2] Write to the National Criminal Justice Reference Service, Washington, D.C. 20530

Another way to identify educational needs is through the team planning or supervisory processes. In planning to meet a neighborhood problem, the commander and the team may feel that their own solution can be improved. In that case, the team commander should consult with his supervisor, with any department planners, and with department educators or trainers. Sometimes the trainers may be able to suggest an approach because of their knowledge of a discipline or method not known generally in the department.

Sometimes an educational need will be more general. For example, a team may seek increased knowledge of the culture of a group of people living in the neighborhood. A curriculum could be devised by the team commander and trainers, including direct contacts with the cultural group, arranged in such a way that the contacts will also foster the community relations program of the team.

Some team meetings may be addressed to acquiring detailed knowledge of local resources which can be used in place of arrest. For example, narcotics program officials or patients might be invited to participate in a panel discussion so that the team would get a balanced picture of when referrals might be appropriate and what limitations there are. For similar reasons, representatives of police department specialities could be invited to appear. It might be particularly important to keep the team informed about corruption hazards or organized crime activity in the neighborhood or closely surrounding areas.

D. Organizing Training Resources

A program of continuing education places stresses on a department's educational resources. To facilitate the process—especially in the early days of a neighborhood team policing program—each group of five to ten teams should have two trainers assigned to it on a regular basis. One of the trainers might have a police background and the other might be skilled in educational methods.

Trainers should work regularly with the teams and their commanders. To aid them in locating useful materials, they should have access to a librarian or media specialist (either hired by the department or made available by the city). Materials they prepare should, if they have potential general interest, be methodically filed and made available to other trainers and to team commanders directly. The trainers also should meet regularly to exchange ideas and discuss problems or "cases" which have arisen in the course of their professional work.

1. Coordinating trainers and planners.

There is a close parallel between problems confronted by department planners and by trainers, at least for part of the educational program. Crime control planning, done at the team level or at higher levels in the department, may start with demographic and criminological facts that are of great use to trainers. The trainers may also develop materials that will be useful to planners. Consequently, there should be a close liaison between trainers and planners.

2. *Use of team resources in the training program.*

If there are members of the neighborhood team who have special skills, they should be used to educate other members of the team. People are more likely to listen to an expert whom they know and respect than to one they do not know (providing that the team member can communicate clearly, can work with an education expert to provide a persuasive delivery and can command the respect of other team members). It is especially important to give the team's detectives an opportunity to teach investigative skills.

3. *Use of outside resources in the training program.*

Resourceful team commanders may find that a variety of experts will be willing to provide free instruction to his men. These experts may be employees of other police divisions or governmental agencies that are willing to cooperate, or they may be teachers, neighborhood residents or businessmen who are interested in helping their police as volunteers. Using resident experts as volunteers may also contribute to a positive community relations program.

When free resources are not available, the team commander should request the department to provide him with specified paid consultants. He should describe the necessary talents and, if possible, suggest one or more acceptable instructors. The department should construct guidelines on the frequency and types of requests that will be met, set aside funds for this purpose and establish procedures to meet requests quickly. Decentralized budgeting, in which each team commander or each manager who supervises team commanders would have his own budget, would facilitate this important process.

CHAPTER V. SUPERVISION AND LINES OF AUTHORITY

Neighborhood team policing has implications for how a police department should be organized, including the problems of supervision and management (command). This chapter shows how accepted organizational principles should be applied to a department organizing itself for effective neighborhood team policing.

A. Accepted Organizational Principles

1. *Unity of command.*

The basic organizational principle of unity of command, as stated by Wilson and McLaren, applies to a police department whether or not it is using neighborhood team policing. That principle states:

> (1) that only one man be in complete command of each situation and (2) that only one man be in direct command or supervision of each officer. Confusion is created when more than one superior undertakes independent command of an operation performed by several subordinates or when a subordinate receives orders from more than one superior.[1]

The principal exception to this rule also applies under neighborhood team policing:

> At the scene of a crime, explosion, or other catastrophe . . . the superior may demand, and should receive, assistance in performing essential tasks from any lesser officer regardless of the unit to which he is regularly assigned.[2]

2. *Unity of command in emergency situations.*

It is obvious, given the numerous demands made on police response, that an officer's immediate superior will not be available for every emergency situation. Sometimes the superior will be supervising patrolmen at another situation. Sometimes the superior will suddenly become sick or will suddenly be placed on a temporary assignment.

A properly trained, first-class officer will not need supervision for every emergency. Only large scale emergencies probably require an outside supervisor to bring about the necessary coordination; and departments will differ in the extent to which they are willing to let their officers—given their present state of preparedness—take responsibility for handling emergencies on their own.

Wilson and McLaren state that the principle of unity of command is not violated, in an emergency, because:

> the superior officer is, in a sense, speaking for the commanding officer of the subordinate, ordering him to do what his commander would require of him were he present in person.[3]

Application of this principal is critical, however, if neighborhood team policing is to survive because the officer's team commander has already established objectives and tactics that are specific to his neighborhood. If another officer takes command in an emergency without knowledge of the team commander's objectives, he can interfere with the police program for that area.

3. *Principle of professional respect.*

The most important principle for a non-team official to follow if he has to supervise a team member is:

- Do not interfere with an officer's performance unless his actions are *unreasonable* or he is incapable of handling the situation.

This principle will prevent interference with team goals, and it also will foster the sense of independence and pride in performance which neighborhood team policing strives to develop.

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[1] Wilson and McLaren, *Police Administration*, p. 67

[2] Wilson and McLaren, *Police Administration*, p. 66

[3] Wilson and McLaren, *Police Administration*, p. 67

In most situations, the team member can benefit from being permitted to try his approach. The official can give constructive suggestions after the incident is over. It is only when the situation is being seriously mishandled or is out of hand that the official *must* step in so that irreparable harm will not occur. While this principle of supervisory restraint may result in somewhat poorer performance in the *first* incident, it should enable the team member to learn from his experience and to improve his performance. If the officer disagrees with the official's advice or if he finds it particularly useful, the incident may be brought up at a team meeting so that other officers may discuss the situation and learn from it.

4. *Principle of supervisory coordination.*

To reduce the frequency of contradictory orders in emergency situations, some method should be developed so that:

- Supervisors will know the important details of the programs of teams whose members they are most likely to have to supervise in emergencies; and
- Supervisors will inform one another about an officer's *exceptional* performance, whether good or bad, so that the officer's immediate supervisor may be informed about his performance and can take appropriate action, including rewards or remedial action.

The simplest method for this kind of coordination is to have a single supervisor (a "manager") responsible for about five to seven team commanders. This is approximately the number of teams which would be installed in a typical urban precinct or division. In addition to supervising these commanders, the manager should facilitate communication among them. He should receive reports, circulate useful information and hold meetings of team commanders.

5. *Principle of territorial responsibility.*

The most important organizational principle *added* by team policing is that the team commander is *responsible* and *accountable* for all conditions and police programs in his neighborhood. Even if there are other units acting within the same neighborhood, the team commander should (at a minimum):

- Confer with commanders of the other units, preferably before they take significant actions in his neighborhood
- Be informed of the actions taken within his neighborhood either by individual officers dispatched there from other areas or by outside units (information should be provided by the commander of the unit, by the members of the neighborhood team and by other officials who learn about exceptionally good or bad actions taken by the outside unit)
- Report to the department about the impact of outside units on his team's program.

Some departments may decide that territorial responsibility is so important that the team commander should have authority over all units in his neighborhood.

Obviously, if the principle of territorial responsibility is to have substance, the team commander must have both *practical* and theoretical control of police activities in his area. Exceptions to this principle should be rare and should be made with full awareness of their impact on the neighborhood team policing program. When exceptions are made, every effort should be made to reduce the potentially destructive effect that the exception might have on the team commander's plans.

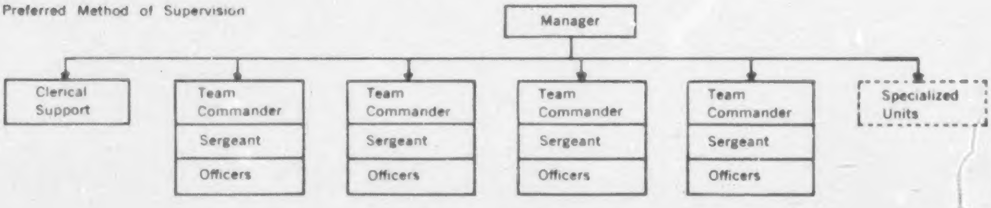
B. Line of Authority

Lines of authority should be organized so that:

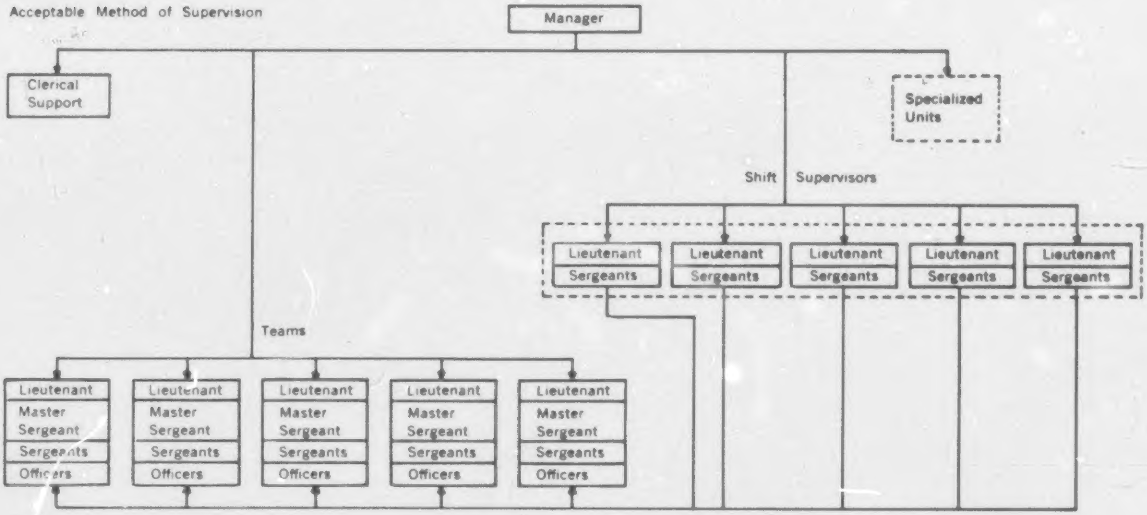
- The team commander will not face conflicts with other officials having the same rank

FIGURE V–1. Methods of Supervision

Preferred Method of Supervision


Manager
Clerical Support
Team Commander
Sergeant
Officers
Team Commander
Sergeant
Officers
Team Commander
Sergeant
Officers
Team Commander
Sergeant
Officers
Specialized Units

Acceptable Method of Supervision


Manager
Clerical Support
Specialized Units
Shift Supervisors
Lieutenant
Sergeants
Lieutenant
Sergeants
Lieutenant
Sergeants
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Sergeants
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Sergeants
Teams
Lieutenant
Master Sergeant
Sergeants
Officers
Lieutenant
Master Sergeant
Sergeants
Officers
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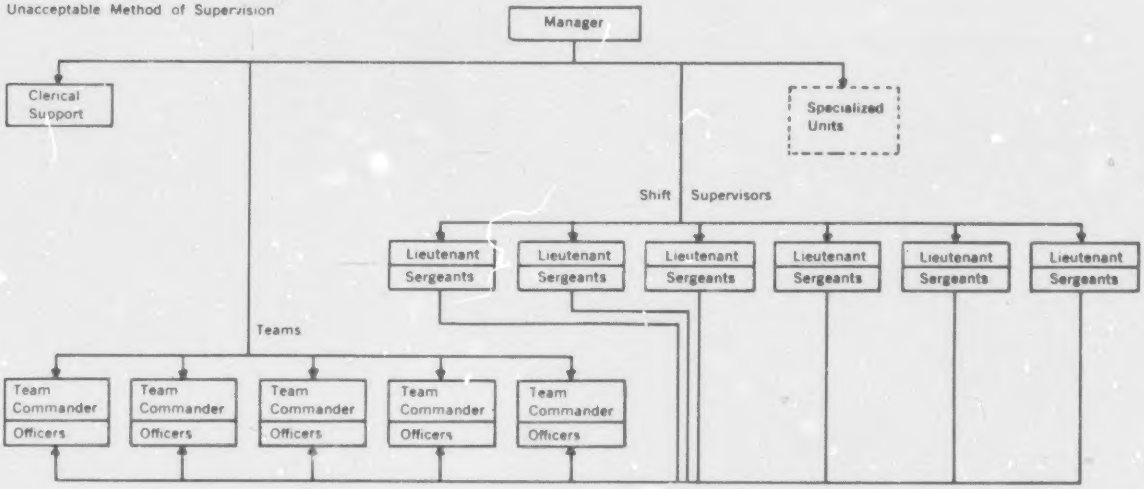
Master Sergeant
Sergeants
Officers

Unacceptable Method of Supervision


Manager
Clerical Support
Specialized Units
Shift Supervisors
Lieutenant
Sergeants
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Sergeants
Lieutenant
Sergeants
Lieutenant
Sergeants
Lieutenant
Sergeants
Teams
Team Commander
Officers
Team Commander
Officers
Team Commander
Officers
Team Commander
Officers
Team Commander
Officers

- No other regular field commanders will have responsibilities which conflict with the team's responsibility for its neighborhood.

There may be a variety of ways to organize the department to fit these requirements. Three examples, presented in Figure V–1, are discussed in the subsequent text in order to illustrate how these principles might be applied.

1. *Preferred method of organization.*

In the preferred method of organization, the manager (think of him as a precinct commander or division commander) has only seven men to deal with directly: his five team commanders, the commander of his clerical or administrative section, and the commander of his special units (if there are any). The team commander has as high a rank as any other official reporting to the manager, e.g., the manager may be a captain and the team commander a lieutenant. He should have few problems with other police officials issuing contradictory orders. He has no important responsibilities outside of running his team. The organization is very simple, and the supervisor's tasks have been reasonably organized.

a. Internal organization of the team. Under the preferred method, the team commander has a higher rank than any other official in his team. Within the team, the commander may have three or four lower ranking supervisors (sergeants) among whom to delegate the tasks required of him. These officials may be given work schedules so that they are likely to be available to handle important team business in the absence of the commander. They may be used to handle emergencies within the neighborhood, to conduct routine field supervision (see below), to manage a community relations campaign, to investigate or assign others to investigate departmental or citizen complaints, to study crime patterns, to prepare training materials, to develop work schedules for team members or to handle any other element of team business. On shifts to which the team commander does not assign any officials as supervisors, he may designate one or more officers to be responsible for supervising within the team's neighborhood.

b. Shift supervision. There are, basically, two reasons to have shift supervisors: (1) so that a reasonable allocation of manpower among "sectors," "beats," or "neighborhoods" will be accomplished on that shift, and (2) so that a supervisor is available to handle emergencies requiring the presence of a supervisor. Under the preferred method, both of these problems may be handled through:

- Advanced planning by the manager
- A contingency dispatching plan for officers
- A supervisor dispatching plan.

No provision need be made for designating shift supervisors.

The manager can coordinate the allocation of manpower among neighborhoods by reviewing the allocation plans of each team commander. This review will show how much manpower is planned by each team for each hour of the day. If the plans call for unreasonable allocations, viewed from the manager's standpoint, he may call for appropriate adjustments.

Second, because the major uncertainty in this adjustment process is predicting sick leave or court time and because these events are hard to predict, contingency plans must be adopted. The first line of contingency planning is within the team. In cases of extended illness or predictable court assignments, the team commander should shift his personnel allocation. The second line of contingency planning is a decision to use a *contingency dispatching plan.*

Under a contingency dispatching plan, a team area which is uncovered becomes the secondary responsibility of all surrounding neighborhood teams. Secondary responsibility means that non-emergency calls in the uncovered neighborhood will be handled (without any waiting period) by teams from other areas whenever they do not have emergency or non-emergency calls pending in their own area. Of course, emergency calls would continue to be handled as before—immediately, by the closest available unit. The decision to implement a contingency dispatching plan can occur automatically, whenever dispatch is notified that there are no team members covering a neighborhood, or it can be implemented by decision of an officer or official designated in advance by the manager as responsible for a shift.

c. Supervision of emergencies. Under the preferred method of organization, emergencies ordinarily would be handled by officials or officers who:

- Have been designated by their team plan to be on duty at that time, and
- Have been designated by the manager to be responsible for emergencies during all or part of his tour of duty.

The manager would review team plans to determine the availability of team commanders or designated supervisors during different time periods. The manager can then set up a supervisor dispatching plan. Team commanders would be dispatched only if no other supervisors in the team (including officers designated to be supervisors) were available for call. However, all on-duty supervisors would be available to be dispatched and should be tuned to the official frequency or have a reliable method of learning about a dispatch assignment. The first available supervisor in the dispatching plan should be dispatched if no supervisor assigned to the neighborhood is available and, in the opinion of the dispatcher (or on the request of an officer), a supervisor is needed.

"Emergency" should be narrowly defined. To encourage officer responsibility, officials should be dispatched only to situations which are so large that coordination is required, so risky that they are likely to get out of hand, or so difficult that an officer requests supervision. The higher the level of professional competence, the narrower the definition of emergency should become.

d. Field supervision. Daily field supervision should be the responsibility of the team commander and lower ranking official or officers designated by him to be supervisors. Field supervision should not consist of "taking over." The supervisor is there primarily to make subsequent constructive comments on the performance of the officer or to offer advice if it is requested. Each situation should be considered to be part of the officer's continuing education; the comments of the official are part of the "feedback" process by which the officer may learn about his effectiveness.

Because supervision is a learning process, it can be scheduled as the team commander decides and need not be provided on every shift. Occasionally, a team commander or second level supervisor may conduct "spot checks" of officers without announcing that he plans to be present, as a way of sampling officer performance.

e. Specialized units. To prevent conflicts with team commanders, the specialized units should be as small as possible and ordinarily should be commanded by an official with a lower rank than a team commander. They should exist only when the manager (precinct or division commander) thinks that they are warranted. Examples of special units, some of which might be organized for a short period of time and subsequently disbanded, are: special plainclothes unit (for operations requiring greater anonymity than can be obtained by neighborhood team members working in disguises within their own neighborhood), training unit (one-to-three people, organized to provide training assistance to team commanders), community relations officer (to supervise the preparation of materials to be used by team commanders and to organize large meetings), planning officer or collator (to collect and analyze material of use to team commanders and to advise team commanders while they are learning how to plan) and an internal investigations officer (to report to the manager about serious incidents or conditions involving corruption.)

These functions may be combined. For example, the same individual might act as a training officer and planning officer, provided that he is capable of performing both functions simultaneously.

2. *Acceptable method of organization.*

This method is unwieldy and is considered "acceptable" only in those departments which think it desirable to retain the traditional system of around-the-clock shift commanders. In this method, lower level supervisors (lieutenants and sergeants) wear two hats. In one capacity, the lieutenant is a team supervisor, and sergeants are part of his team. In another capacity, the lieutenant is a shift commander (responsible for patrol operations) and the sergeant is a patrol supervisor for the precinct or division. This gives the lieutenant and sergeants divided loyalties between their duties in charge of a team and their duties in charge of a shift.

The arrangement has the advantage, compared to the unacceptable method, that no important official is outside the team program entirely. At the very least, every official is exposed to the operation of one team and should become familiar with team concepts and practices. Thus, it becomes less likely that an official will unknowingly issue orders which undermine the team program.

a. Dividing the tasks in the team. Because in the "acceptable method" the lieutenant must divide his time between the team and other duties, it may be desirable to have some other official designated as a full-time team commander or team leader. Preferably, the team commander's rank should be higher than the other officials he is to lead, but a seniority differential or, in a progressive department, the assignment of increased responsibility may be all that is necessary for the official to exercise effective leadership. The team commander might be a "master sergeant" or just an ordinary sergeant who retains that rank but has increased supervisory responsibilities.

As in the preferred method, the team's tasks should be divided among the team commander, other sergeants and members of the team. The assignment of lieutenants and sergeants to the teams is an advantage of the acceptable method, compared to the unacceptable method of organization.

b. Shift supervision. Shift supervision in the "acceptable method" should be handled exactly the same as in the preferred method, with the exception that when a lieutenant serves as shift commander, he probably will have the authority to institute a contingency dispatching plan. Hopefully, this authority will be exercised in a more thoughtful manner because of the lieutenant's direct involvement in the team policing program.

3. *Unacceptable method of organization.*

Under the "unacceptable method," the team commanders represent one aspect of field operation, and a second supervisory structure—organized around shifts—coexists with the team systems. The shift supervisors (lieutenants and sergeants) are not assigned to teams. Their motivation, therefore, is difficult to relate to the team concept. Furthermore, the manager, who is the supervisor of the team commanders, is also the direct supervisor of the shift commanders (lieutenants), resulting in an unwieldy span of control. This arrangement creates conflicting authority structures, conflicting areas of self-interest and an administrative environment almost guaranteed to prevent team autonomy and responsibility. The problem can be reduced by having a "director of field operations," but this will further fragment the precinct and will require paying an additional supervisor.

It is possible that an extremely forceful supervisor could get this "unacceptable method" to work in a coordinated, successful way. However, there is little reason for an individual to be given such a difficult leadership task. Neighborhood team policy should not be attempted under such a structure.

C. Recurring Tasks

In general, officers operating under the team system should:

- Not be utilized for clerical functions that can as readily be done by personnel not assigned to teams, and
- Not be given assignments that keep them out of the team area.

Team members are *professionals* and should not be given assignments that can readily be done by less qualified individuals. Police officers should rarely, if ever, be used to chauffeur important visitors or to deliver mail. They should generally not be assigned to records tasks, clerical duties, reception desks, key-punch operations or to any task that can be accomplished efficiently by a clerk or computer.

Team members soon learn to identify with their neighborhood and to develop a sense of "territorial imperative" or a feeling of responsibility. They resent being given assignments which divert them from their primary task. Of course, unpredictable needs will arise and must be met. For example, there may be a demonstration, a need to protect a visiting dignitary or a large disturbance. For these functions, team members may be used. However, if these assignments occur with great regularity, then consideration should be given to establishing a "special assignments unit." This unit would have as its primary responsibility the handling of these special problems. On occasions when the expected demand for the unit's services did not materialize, they would have a secondary assignment, such as assisting the training officer or the planning officer or a team commander.

The team commander should be alert to situations when team members are being used for nonprofessional tasks or for recurring special situations. He should call these situations to the attention of the department, suggest remedies if they are beyond his control, or devise special remedies—such as a squad of "floaters"—if the problem is within his control. Sometimes temporary measures, such as recruiting civilian volunteers, may be used to fill a need while the department is reacting to the supervisor's suggestions.

D. Lines of Authority for Detectives

Detectives should be assigned to teams for many reasons. They can train the patrolmen. They can discover crime patterns which they would not themselves perceive if they were working on crimes from a larger geographical area. They can help detect crime patterns to aid in team planning. They can assist the patrol officers in developing informers and contacts, and they can receive similar assistance from the patrol officers.

Assignment of detectives to work with a team commander also is required by the principle of territorial responsibility. If a team and a commander are to be responsible for controlling crime in the team area, then they should have control over a substantial part of the process—which involves prevention, investigation, apprehension and case preparation. If they lack that control, then it is harder to fix responsibility for the crime control function. The failure might be due to a detective division which is out of the control of the team.

Of course, some detective centralization and specialization may still be called for. Homicide investigations tend to be lengthy and may best be conducted by a special division. Organized crime investigations require a citywide scope that dictates a central unit. Some burglars and robbers operate over wide areas, calling for retention of a core of centralized burglary or robbery detectives, even though a majority of these units might well be reassigned to neighborhood teams.

For full implementation of this recommendation, the team's detectives should be supervised directly by the team commander. However, if this represents an unacceptable change in their status, detectives could continue to be evaluated both by the team commander and by the detective division. If that arrangement is still thought unacceptable, detectives could be considered as simply coordinating their efforts with team commanders. A conflict between a detective and the team commander could be resolved by the manager.

If the integration of detectives into the patrol division is even more strongly resisted, the department could provide an appeal mechanism. In that case, conflicts between detectives and managers could be resolved by some higher level commander in charge of both detectives and patrol, or by the Chief. This arrangement should, hopefully, be an interim arrangement only. It is even more unwieldy than making the manager the direct supervisor of detectives, and it creates an inefficient, parallel chain of authority within the department—making added work for supervisors and diluting the responsibility accorded to both team commanders and their supervisors.

Ultimate goal

Ultimately, the integration of detectives into the patrol division should improve the morale of the department and create greater commitment to common goals. Detective-patrol rivalries will be reduced. Patrol officers gradually will become better trained in investigation. Detectives assigned to teams will be one form of recognized specialty—along with other specialists, such as training, community relations, and family disturbances. Officers could then enjoy reputations based on their performance and not based on the division to which they are assigned or to their rank.

CHAPTER VI. RESPONSIBILITIES OF A TEAM COMMANDER

A team commander is responsible and accountable for:

- A team of professionals
- A neighborhood.

A team commander's job is to motivate his team to provide effective police service. He must:

- Motivate his team members
- Define appropriate tasks for the team to accomplish
- Allocate the tasks to the team members who are most suited to them
- Allocate enough resources to handle police service calls on different days of the week and at different times of the day
- Implement programs to increase the knowledge, skills and effectiveness of his officers (through special training, team meetings, and street supervision)
- Inform the department of *special* needs which require more resources, different resources or other special action
- Inform the department of successful programs of potential use to other team commanders
- Inform the department periodically about team goals, progress in achieving goals, problems which have arisen, and effectiveness of each team member
- Continuously revise all of his programs in order to:
  - —Improve existing programs
  - —Adapt to changing conditions in the neighborhood
  - —Fit the work of the team to the changing preferences of team members (including both new and old members).

In accomplishing his objectives, the team commander shares proportionately in the department's resources. If he is short-handed, so too are other commanders and supervisors in the department. If department resources are decreased, he must suffer his share of the cut and must attempt to keep his officers motivated. If department resources are increased, then he will share in the benefits.

A. Meeting the Needs of the Neighborhood

In the list of responsibilities for a team commander, no mention was made of the need to develop a sound community relations program, to provide police service, to control crime, and to control misconduct within the team. These are basic objectives of the neighborhood team program and they govern all other tasks. Accomplishing these objectives is the purpose for motivating the team, defining tasks, allocating resources and fulfilling all other responsibilities.

B. Motivating Team Members

There are three ways of motivating team members: (1) by increasing their importance in achieving team objectives (increasing intrinsic "job satisfaction"), (2) by improving the conditions of work (improving "job conditions"), and (3) by using rewards or punishments as incentives for good performance. The team commander has an advantage over traditional police managers because he has fewer officers to supervise and greater flexibility in organizing their efforts.

1. Increasing job satisfaction

One way to increase an officer's job satisfaction is to treat him with respect. His ideas should be heard and his useful suggestions accepted. The commander should invite criticism of his actions in order to gain a clearer picture of how the team is reacting to his leadership.

The team commander should not always assume that he knows the best way to do things. Whenever possible, he should let team members do things their way—waiting until afterwards to make constructive suggestions. On the other hand, he should be aware that his suggestions may be very useful to team members. Team members should be invited to ask for help whenever they are unclear about how to proceed. Suggestions should be offered freely—providing that there is no implication that the suggestions are intended to be binding.

This method of supervision will not work for all team members. First, the team commander should try to get individual team members to accept increasing responsibilities. But if he does not succeed, he should not continue acting as if the individual were capable of responding as he would like. The team commander should be alert to how individuals are reacting to him. Orders may be written out, if necessary. Individuals who require attention should receive it. However, officers who continually require an inordinate amount of attention should be reconnnended for transfer.

a. *Developing specialties.* One way that a team commander can show respect for his officers is to be aware of their capabilities and their interests. He should capitalize on their capabilities by making assignments which fit those capabilities. A training program should be designed to increase an individual's exposure to problems which interest him.

For example, if there is a good public speaker in the team, he may be asked to participate in important community meetings. If there is a good investigator, he may be given a chance to investigate. If someone has many friends and contacts in the community, encourage him to provide the team with useful information for preventing crime or apprehending criminals. If someone is clever in using disguises, use him for undercover assignments.

Members of the team who have special intersts should be made into specialists. For example, if someone's special interest is in psychology, he may take disorderly calls or family disturbance calls whenever there are two or more units available (have him call the dispatcher to request that the call be assigned to him). He may also follow up on families that repeatedly request service. If possible, he should pursue this interest at the training academy or at a nearby university. As he gains expertise, the individual should lead team meetings on the subject in which he has specialized. If he has good ideas about referring individuals to non-police agencies, he should be asked to draw up guidelines which may help other team members to understand his approach. The guidelines should be reviewed, criticized, revised and distributed.

b. *Flexible, responsive leadership.* The team commander should be aware of the differing needs of each of his team members. While the general advice just presented may be of use to him, the commander should realize that leadership is not a science. Leadership depends on an appreciation of all relevant circumstances, including the jobs to be accomplished and the professionals who are being led.

The best check on poor leadership is for the team commander to observe the effect of his leadership actions and to revise his methods accordingly. He should examine his techniques to see whether he was responsible for unfortunate events, such as someone misinterpreting his guidelines, someone quitting the department, or someone becoming noticeably unhappy about his job. He should also examine his methods to determine which ones have helped to produce effective policework or satisfied, productive professionals.

The team commander should not be unduly disgruntled if the team does not live up to his expectations nor too pleased if it exceeds expectations. In judging his own performance, he must try to judge how the team would have performed under someone else's leadership. Excellent officers may perform well with mediocre leadership. Poor officers may improve only slightly with good leadership. Both excellent and poor officers may be influenced by the level of difficulty of policing in the team's neighborhod. Therefore, it is important to ask how the team is performing differently *because* of its supervisor.

The manager (precinct commander or division director) should assess the team commander's methods and suggest how to handle difficult problems. Hopefully, the manager will be as open with the team commander as the team commander is with his professionals. A constructive relationship with the manager will increase the chance that the team commander will be able to learn from his experiences.

2. *Improving working conditions*

In most departments, the easiest single act with which a team commander can take to increase his acceptance is to schedule working hours to meet individual needs. He can make life easier for his own men, making it more likely that they will be physically and mentally prepared to perform effectively. First, he should conduct a careful, systematic survey of officers' assignment preferences. He can adapt the form presented in *Figure* VI–1 to his own use:

FIGURE VI–1. Assignment Preference Form

Please keep this form current. It will be used to help decide what assignments you will receive. When your preferences change, please file a new form.

DATE: ____________________

Reason for Filing: (indicate reason)

First time form has been filed: ________________

To change the following items:

I. Perference for Hours of Assignment

A. What *percentage* of your working time would you like to spend on each of the following shifts? (INSTRUCTIONS: (1) Do not request more than twenty percent of your time on any one day of the week, (2) Make sure that the *total* of all percents equal *100*, (3) Use *pencil* so that you can correct your first impressions—then use *pen* to indicate your final choice, (4) Use another form if necessary.)

	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Midnight – 8 a.m.							
8 a.m. – 4 p.m.							
4 p.m. – midnight							

FIGURE VI-1. **Assignment Preference Form (Continued)**

B. If you can not get the assignments you have just requested, which is more important to you (check one on each line):

1. avoiding Sundays	________	avoiding midnight – 8 a.m. (any day)	________
2. avoiding Saturdays	________	avoiding midnight – 8 a.m. (any day)	________
3. avoiding Saturdays	________	avoiding Sundays	________
4. avoiding Sundays	________	avoiding 4 p.m. to midnight (any day)	________
5. avoiding Saturdays	________	avoiding 4 p.m. to midnight	________
6. avoiding midnight – 8 a.m. (any day)	________	avoiding 4 p.m. to midnight (any day)	________

C. List three eight hour tours of duty which you most want to avoid:

1.
2.
3.

D. Indicate, by putting an "X" on the line below, the importance of:

- your working hours, or
- the kinds of assignments you get (see Section II of this form for examples of types of assignments).

____________________ • ____________________

working hours much more important than types of assignments	both equally important	types of assignments much more important than working hours

E. Indicate your order of preference by placing numbers in the following blanks. Use "1" to indicate your first choice.

steady shifts ________
weekly change in shifts ________
change shifts every two weeks ________
change shifts every month ________

F. Indicate, by putting an "X" on the line below, how much difference it makes to you whether you work:

- 4 p.m. to 12 p.m.
- 6 p.m. to 2 a.m.

____________________ • ____________________

greatly prefer 6 p.m. to 2 a.m.	no difference	greatly prefer 4 p.m. to 12 p.m.

II. Preference for Types of Assignment

A. If you could divide your time among the following assignments, what *percent* would you spend on each? (INSTRUCTIONS: (1) Use pencil for first impressions and pen for your final answer; (2) check that the total percent for *all* answers adds to 100; (3) put one number, from 0 to 100, in each blank.)

UNIFORMED PATROL

Two-officer car ________
One-officer car ________
Two-officer foot patrol ________
One-officer foot patrol ________

COMMUNITY RELATIONS

Attending citizen meetings ________
(including meetings of potentially hostile citizens)
Preparing publicity releases ________

FIGURE VI-1. **Assignment Preference Form (Continued)**

PLANNING
Preparing reports about team operations__________
Analyzing crime data in order to develop strategies and tactics__________
Preparing work schedules and assignments__________

INVESTIGATION
Following up leads, interviewing witnesses, assembling evidence, writing reports__________
Investigating citizen complaints about fellow officers__________
Investigating citizen complaints about crime conditions__________

UNDERCOVER
Plainclothes patrol__________
Stakeouts__________

TRAINING
Preparing materials for team meetings__________

TOTAL: *100*

B. What special skills do you have?

1. Special academic training (specify)

____
____
____

2. Foreign languages (specify)

____
____
____

3. Public speaking (specify)

____
____
____

4. Investigating crimes (specify)

____
____
____

5. Special knowledge of this team's neighborhood (discuss):

____
____
____

FIGURE VI-1. Assignment Preference Form (Continued)

6. Other (discuss any skill you think might help the team):

C. What specialty would you like to develop? (if you check more than one, indicate your order of preference: 1,2,3,4.)

Investigation__________
Community Relations
Crisis Intervention (calming down fights, designing ways of dealing with families who often call the police) __________
Crime Analysis and Planning__________
Other (specify)

D. Are there any types of assignments which you would like to avoid? (specify)

E. Are there any areas of *education* or *training* which you particularly want or need? (discuss)

The form suggested in Figure VI–1 will not solve the team commanders problems about allocating personnel and giving assignments, but it will help greatly. On page 87, below, there is a discussion of how tasks should be assigned to team members, and on page 88, there is a discussion of how resources should be allocated to different days of the week and times of the day. Some of the tasks which the team will undertake can be fulfilled at any time of the working day. This gives the team commander some flexibility in adapting his allocation of personnel to the interests and desires of his men. However, there are tasks which require that personnel work certain days and hours. To the extent that the preferences of the men conflict with those days and hours, the preferences of the men must yield to the operational needs of the team.

The team commander must decide (1) the appropriate allocation of manpower to days of the week and times of the day, and (2) the appropriate rotational system for each of the men. That is, individuals who would like to work steady tours on the 12 midnight to 8 a.m. shift may be able to have their desires filled if most team members would rather not work that shift. On shifts which everybody would prefer to work, it may be possible to have some men work for a period of time, then rotate. Weekends may be a particular problem because most officers would rather not work weekends and because the demand for police services tends to be particularly strong on Friday nights and Saturday nights.

After trying to satisfy all officers as much as possible, one can use two criteria to determine which individuals will be given preference: (1) seniority, and (2) merit (exceptionally good or bad performance). The careful use of hours of assignment as a way of rewarding patrol officers may be a good way of motivating them.

C. Defining Tasks

Defining tasks for the team is not as simple as it may seem. It is very easy to make the mistake of sitting down and just listing the things which occur to the team commander. That method has two important problems: (1) it is not based on a study of the neighborhood and therefore may fail to include some problems which are of great importance and (2) it is not related to the skills of the members of the team so that tasks may be inappropriately defined. For example, a team commander might put "investigation" on his list and might think of assigning a single individual to followup on important cases. If he were first to determine the skills and special knowledge of members of his team, he might find that one individual has excellent contacts in the community and another is adept in developing cases for trial, including knowledge of applicable laws. Therefore, instead of assigning one individual to "investigations" on a full-time basis, the team commander might assign each of these individuals on a half-time basis.

While there are some tasks which every team must perform, there also are tasks which depend on peculiarities of the neighborhood. First, the team commander should determine what kinds of police service are most frequently requested in the neighborhood. This may indicate the need for special skills in his team. It may also suggest the need for some kind of preventive program. For example, if a single family is continuously calling because the father beats his children, an arrest might be made or the juvenile court might be informed by a petition. Or, if there is a serious narcotics problem resulting in a high burglary rate, a concerted attempt might be made to refer addicts to treatment programs and to make arrests of the worst offenders.

A study of the neighborhood should include the listing of friendly and hostile groups or associations. Friendly associations should be included in the community relations program. Hostile associations can be scheduled for discussions. (One team in New York City may have averted a major incident because they had met with a group of Black Muslims.) If there are youth gangs, an effort can be made to determine if there are services which might help to reduce the chance that they will become involved in crime.

A useful guide to available governmental and private service facilities also is essential. (See

Appendix F for suggestions on how to design a useful guide.) Knowing about these facilities obviously is important in referring people for treatment. Staff at the facilities may also be used to suggest preventive programs or to participate in a training program for the team.

The department should provide the team commander with information about services furnished city-wide. However, the team commander could consider making an inventory of all the following kinds of agencies which are particularly relevant to the needs of his neighborhood.

- Federal, state or local agencies dealing with welfare, job, mental health or health problems
- Private hospitals or mental health facilities
- Church-related services, including the availability of counseling or any other charitable activity being undertaken by the churches
- Local legal services, including free and paid
- Universities (both because of courses which might be helpful to people in the community and because the faculty might be useful in a training program)
- Recreational facilities, including organized programs for youth (Boy Scouts, Girl Scouts, etc.)
- Schools (a knowledge of available extracurricular activities may be useful in resolving youth problems)
- Activities of the Chamber of Commerce or of local fraternal associations
- Activities of unions or corporations
- Activities of political clubs or associations
- Services available through elected representatives, including senators, congressmen and state and local officials
- Consumer groups or agencies representing the interest of consumers (consumer complaints are very frequent and these may be useful methods of improving the police relationship with the community)
- Services available through other law enforcement agencies or through special divisions of the police department (these may be important for developing ways of following through on citizen complaints where the resources of the neighborhood team are insufficient)
- The local fire department (including a list of rescue equipment which may be available) and any volunteer rescue squad in the area (in the course of recruiting volunteers to help the police, individuals who may be encouraged to become volunteers in some other useful activities).

A study of police service calls may help to define the relationship between community problems and available facilities. If the team commander or members of the team know the reasons for the different kinds of service calls and crime problems in the area, they may develop programs which will prevent these problems from arising and they may not need to respond to the problems after they have become acute.

D. Allocating Tasks to Team Members

There are two principal steps to allocating task to the team: establishing a team program that defines the tasks, and making up work charts that determine the times that team members will perform each of the tasks.

1. Establishing a team program.

The first step in allocating tasks to team members is to determine the importance of each of the team's tasks and how much time should be spent on each task. To do this, the commander should make a list that is as extensive as possible, because unimportant items can later be dropped. He should use his studies of the neighborhood and of community resources as a guide to including tasks in the list. Also, he should use his knowledge of special skills in his team as a way of helping to describe the appropriate tasks. The list should include not only the tasks which have been defined because they are constructive, but also the tasks which must be completed in order to satisfy the department. For example, if officers *must* be given station-house assignments, then that task must be included on the list.

Once having listed all the tasks, the team commander should group similar tasks into major types of activity. This will permit seeing which tasks are included in each major category. For example, after he groups all of the tasks included in "community relations," the team commander will have a better idea of what the complete community relations program will be.

Next, a *percentage* value should be assigned to each of the major categories. This percent represents the team commander's perception of the appropriate percentage of his team time for each of these major activities. The total percent must, of course, equal 100. Each category should then be examined to determine what percent of the team's activity in that category should be devoted to each of the tasks. A total percentage for each of the tasks in the category should equal the total percent assigned to that category. For example, if community relations takes 30 percent of team time, then all of the percentages assigned to community relations tasks should equal 30.

The team commander should not be overly confident in his first assignment of numbers. The list should be checked again to determine whether the importance of some areas has been overstated or understated. Furthermore, this review process should be repeated periodically, as the team gains experience with its neighborhood, as problems change, and as programs accomplish their purposes. For example, community relations may be a very important initial function, but its importance might decline (say) from 30 percent to 20 percent as the community begins to give more support.

Time for team meetings and training must be included in this overall allocation. Team meetings and training are essential parts of the team policing program. They are a way to improve the performance of the team. They also serve as an essential way of exchanging information.

Also, enough time should be included for patrolmen to answer service calls, to be in court, and to be sick. Department records and the commander's own street experience will aid in estimating how much time patrol officers generally spend answering service calls. (Often department records show officers spending more time on calls than they do in practice.)

2. *Making up work charts.*

Some of the tasks defined for the team can be fit in between the completion of radio assignments. For example, street contacts with businessmen and potential informants can be arranged in that manner, but participation in community meetings can not.

In making up work charts, the commander should first decide how many units should be available on different days of the week and different hours of the day. These allocations can be based on the frequency with which police service has been requested and on the frequency with which crimes occur. Generally, there should be fewer people assigned between 2 a.m. and 6 a.m. (pre-rush hour) and there should be more people assigned on Friday evenings and Saturday evenings. In some cities, there also are peaks in the need for police service on the first and fifteenth of the month—coinciding with the mailing of welfare checks.

Now, the team commander should review his team's assignment preferences forms (see Figure VI–1, p. 82). There are two objects to this review: (1) to determine whether all or most of the officers can have their preferences satisfied in filling out the work chart which has resulted from his preliminary manpower allocation, and (2) to suggest the hours during which the team members would prefer to perform the flexible tasks, which can be done at different times of the day and need not respond to the frequency of demands for service.

The overriding principle is that the demands for services within the area will control the schedules of the officers. However, to the extent that the team commander can please the officers, he can arrange their hours to fulfill the tasks. Activities such as drawing up training materials, holding team meetings, and doing crime analyses can be done at any hour of the day. Those activities can be scheduled for the time periods which are requested by the men in the team.

3. *Sample allocation chart.*

Problems of allocation are complex. A ready appreciation of the complexity will occur soon after an individual sits down to work out an allocation chart. However the problem is easily handled as a machine problem and team commanders should not have to do it by hand. The computer or data processing section of the department should be able to print a *suggested* allocation chart for him.[1]

For team commanders whose department does not yet provide them with suggested allocation charts or whose department is too small to computerize this task, a sample problem has been worked out. The sample problem appears in Figure VI–2.

4. *Disregarding allocation charts.*

Allocation charts should not be considered to be *binding*. The theory behind an allocation chart is that past experience can be used to predict the frequency of police service in the upcoming weeks. An assumption of that theory is that future crime patterns can be predicted by computing trends from crime data.

It may frequently happen that a team commander will have *specific* information about the reasons for crime trends. He should almost always act on that specific information rather than going on an allocation chart. For example, if the team commander knows that a particular individual is committing 10 percent of the crime at random locations in his neighborhood, then it would make sense for him to spend a substantial amount of team time pursuing that one individual. Allocating men to the time periods in which his crimes are likely to occur would not be a very efficient procedure in this case. Similarly, if a gang of seventeen-year-olds has been committing crimes during the afternoon hours, the team commander should prefer a strategy of diverting the gang into jobs or other legal activity or of infiltrating the gang and obtaining evidence which may be used in convictions. Trying to predict when and where a gang will strike may not be as efficient as a carefully constructed program to gain evidence sufficient to have them be adjudicated as delinquents or criminals or to divert gang members into more useful activities.

5. *Suiting team members.*

Once the allocation chart has been set up, the team commander can proceed to the next step: comparing the chart to the hours during which his officers prefer to work. The commander should be aware, however, that many officers will request rotating shifts because that is what they are accustomed to. The commander should consider *lengthening* the period of time between shift rotations—perhaps to as long as two months—and using steady shifts, providing that personnel are willing to take steady shifts that are not preferred by other team members. For example, the man who wants to work steady nights usually is easy to please. On the other hand, departments with a large pay differential for night work may find it easy to please officers seeking steady day work.

People who rotate less often will: (1) have a longer period of time to become familiar with conditions on the beat, and (2) will be less likely to be tired or physically weakened by the need to constantly shift sleeping habits. For these reasons, relatively stable shifts should be preferred.

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[1] For a more complete understanding of manpower allocation principles, the team commander should see McLaren and Wilson, page 663, "Shift Rotation Schedule and Sign-Up Sheet," and also page 666, "Excerpts from Distribution of Police Patrol Force."

FIGURE VI-2. Allocating Patrol Units

(A sample computation based on the percentage distribution of demand for police services in a hypothetical neighborhood.)

PERCENTAGE DISTRIBUTION OF DEMAND FOR POLICE SERVICES (IN A HYPOTHETICAL NEIGHBORHOOD):

HOURS	MON.	TUES.	WED.	THURS.	FRI.	SAT.	SUN.	TOTAL
Midnight - 2 a.m.	0.5	1.2	1.0	0.9	1.2	2.0	1.0	7.8
2 a.m. - 4 a.m.	0.1	.7	0	0	1.0	1.0	0.5	3.3
4 a.m. - 6 a.m.	0.3	0	0	0.7	0	0.5	0.3	1.8
6 a.m. - 8 a.m.	0.4	0.9	0.8	0.6	0.7	0.4	0.7	4.5
8 a.m. - 10 a.m.	1.4	1.1	1.3	1.2	1.3	0.5	0.6	7.4
10 a.m. - noon	1.1	1.4	1.5	1.8	2.0	1.1	0.9	9.8
noon - 2 p.m.	1.9	1.8	1.7	1.9	1.8	1.0	0.3	10.8
2 p.m. - 4 p.m.	1.7	1.5	1.4	1.2	1.5	1.0	0.7	9.3
4 p.m. - 6 p.m.	1.0	1.5	1.0	1.2	2.5	1.5	0.6	9.3
6 p.m. -8 p.m.	1.5	1.0	1.0	1.5	3.5	2.5	0.8	11.8
8 p.m. - 10 p.m.	1.7	1.3	1.4	1.5	3.5	3.5	0.5	13.4
10 p.m. - midnight	1.3	1.2	1.3	1.3	2.5	2.5	0.7	10.8
Total for Day	12.9	13.5	12.4	13.8	21.5	17.5	8.3	100.0

STEPS INVOLVED IN ALLOCATION:

(1) 15 *units* in team

x7 shifts per week (assuming each unit takes no sick leave, court time, holidays or furlough)
105 Total shifts
÷ 1.7 Availability factor (to account for sick leave, court time, holidays, furloughs)

61 Available shifts (all scheduled duties)
x.75 Percentage of team time available for street duty (after all non-street assignments are made. Some non-street assignments—such as preparing training materials, following up on important crimes, completing reports for the department—may be made for periods of peak demand for police service so that personnel may occasionally be reassigned to street duty if there is unexpected court duty or sick leave.)

46 Available shifts (street duty only)

FIGURE VI-2. Allocating Patrol Units (Continued)

(2) Minimum coverage at any hour = 1unit

LOW ACTIVITY HOURS	*TOTAL ACTIVITY*	*SHIFT ASSIGNMENT*
Monday: Midnight–8 a.m.	(1.3)	Midnight–8 a.m.
Tuesday: 2 a.m.–8 a.m.	(1.6)	Midnight–8 a.m.*
Wednesday: 2 a.m.–6 a.m.	(0.0)	Midnight–8 a.m.
Thursday: 2 a.m.–8 a.m.	(1.3)	Midnight–8 a.m.
Friday: 4 a.m.–8 a.m.	(0.7)	Midnight–8 a.m.
Saturday: 4 a.m. 10 a.m.	(1.4)	2 a.m.–10 a.m.
Sunday: 2 a.m.–10 a.m.	(2.1)	Midnight–8 a.m.

*On this shift, the chart suggests the need for a 2 A.M., to 10 A.M., shift, but the case is a close one, and the statistics probably do not justify going off schedule for the one night.

SHIFT COVERAGE TOTAL: Shifts: 7
Coverage Left: 46 − 7 = 39
Number of Shifts Left: 21 − 7 = 14

(3) Do any shifts deserve *triple* coverage?
Activity 4 p.m. to 2 a.m. Saturday = 14%
3.3 × 3 = 9.9 (which is less than 2/3 of 14%)
CONCLUSION: Saturday night appears to deserve triple coverage.

NOTE: Friday night also deserves triple coverage through a similar calculation:

Triple coverage = 2 shifts
Number of covered shifts = 3 × 2 = 6

Shift coverage left from step 2 = 26
Shift coverage left = 39–6 = 33

(4) SHIFT COVERAGE LEFT = 33
NUMBER OF SHIFTS TO COVER = 21 (total) − 7 (single coverage) − 2 (triple coverage) = 12
CALCULATION OF DOUBLE COVERAGE: (x = single coverage, 2x = double coverage)

$$2x + 3x = 12$$
$$5x = 12$$
$$x = 2.4$$
$$4.8 + 7.2 = 12$$

Therefore, 5 shifts for double coverage
7 shifts for triple coverage
—
12 shifts total coverage

Which additional shifts will get double coverage?
8 a.m. to Midnight Sunday (2 shifts)
4 p.m. to Midnight Wednesday
4 p.m. to Midnight Tuesday
10 a.m. to 6 p.m. Saturday

(5) All other shifts should have triple coverage.

(6) Shifts with the same amount of coverage have substantial differences in expected workload. Shifts in which the workload per unit is light should be given additional assignments, such as complaints to follow-up or meetings to attend.

(7) During weeks when a team meeting is held, each man should be asked to reduce the time on his other shifts by a total of one hour (or ninety minutes). The time can all come off one shift or be spread among five shifts.

(8) Since court time occurs from 8 a.m. to 4 p.m., additional units (accounted for in the 1.7 availability factor) can be assigned to those shifts. Officers should notify the team commander as far in advance as possible about scheduled court dates. Then he may reassign shift time accordingly.

(9) Special days, like the last shopping day before Christmas, the first of the month, etc., can have special allocation plans.

(10) In this chart, crime starts picking up at 4 p.m. on Friday night. If the increase began later, a "swing shift" (say 8 p.m. to 2 a.m.) might be called for. In this chart, it is not.

FIGURE VI-2. Allocating Patrol Units (Continued)

(11) "Demand for services" can be computed in a variety of ways. Certain events, such as armed robberies, may be given greater importance or "weights." Some consideration may also be given to the amount of time it takes to give satisfactory service for a particular type of call.

(12) Based on the needs of the neighborhood, available officers can be assigned to foot, scooter or car patrols.

(13) A "unit" consists of one or two officers. A team with one-officer units will cover more shifts with the same personnel. In some areas, this advantage may be counter-balanced by the increased safety which many officers believe they get from having a partner with them. In some neighborhoods, more one-officer units may be used by providing expanded guidelines for "back-up"—so that two units will respond to all calls which appear to be dangerous because of their location or the nature of the call.

(14) This example assumes that only eight hour shifts have been authorized.

a. Conflicts in preferences. Inevitably, team members will prefer similar hours and *all* preferences cannot be met. The situation will still be better than the old methods of allocation, in which individual preferences are given no importance at all; however, efforts should be made to reduce the dissatisfaction resulting from conflicts in preferences. The Assignment Preference Form (page 82) has, therefore, been designed with this need in mind. Officers indicate the hours they want and the *strength* of their preferences. This enables the commander to consider pleasing first those who feel the strongest.

The Assignment Preference Form also lets the commander please some officers by giving them good hours and to compensate other officers by giving them desired assignments. Officers who feel strongly about the type of their assignments can be satisfied (providing their skills are adequate or can be developed) and officers who feel strongly about their working hours also can be satisfied.

When—after all other methods of conflict resolution have failed—there are still people with equal claims on certain hours, a rotation of assignments is an appropriate method of pleasing everybody for part of the time.

Assignments also may be used as rewards for extraordinary service or as sanctions for poor service. The team commander must decide whether a member has acted in such an extraordinary manner that his hours or assignments—as determined by weighing preferences and resolving conflicts—should be adjusted. Some team commanders may prefer a method of selecting one officer each month as "officer of the month." Then the officer of the month can be given assignment preferences, and jealousy in the team may be somewhat reduced because this honor will be rotated among deserving officers.

Similar conflicts in preferences may come up about vacation assignments. First, the team commander should see whether the men can adjust preferences among themselves because some feel more strongly than others. Then he can use seniority as a determining factor or can decide if some are more deserving than others.

E. "Human Capital" Programs

Police officers have the potential for learning, increasing their knowledge, and improving their performance. Programs which help this process of personal growth have been called "human capital" programs. That is, the programs may be thought of as similar to programs designed by industry to modernize its plant. Industry spends money on modernizing equipment and on training personnel. Police departments should imitate industry practice by implementing well-designed programs of investing in human capital.

Some of these investments will "interfere" with street operations because they require that there be a meeting or a class and that officers not be on the street at the time. Given the pressing nature of police work, there is a reluctance to make the investment. However, the investment should be considered because of its great potential for improving police operations in the future.

Human capital programs may vary. Some programs may be of general use to the team and should be scheduled for meetings when the entire team is present. Other programs may provide special skills or remedial training for individual members of the team. These programs may be conducted by the team commander (or a second level supervisor), by a training officer in the precinct, or by the police academy, to which an individual officer may be temporarily assigned for the training program.

Some departments—and some teams—will need more training than others. Highly skilled professionals may need less formal training and more group meetings, to help to instruct one another. Officers with poor skills may need formal training.

1. *Training.*

The biggest pitfall in training is the belief that anything called "training" or "education" is worthwhile. This myth may affect police administrators even though they can readily recall training programs in which they did nothing but waste their time. It is important to reduce wasted time to a minimum. Time is scarce. Training time should be well used.

The team commander should start with a training need or objective. He should then design a program that addresses that need and include whatever content or methods are appropriate. He must cut out unnecessary material. Only after he has finished thinking about the way to teach the material should he decide how long the presentation should take. He should then weigh the importance of the course material against other team needs—both training and operational needs. In that context, he can set an appropriate course length.

In planning training exercises, the team commander should consult with available experts, including team members, department specialists, and volunteers who may be available in the community. It would be useful if he could get one or more of these experts to meet with him regularly to become familiar with the needs of the team so that they will not recommend programs that are too simplistic or too sophisticated. Training may be delegated to another team member (official or officer) if there is one capable of handling the job.

2. *Team meetings.*

Although the team commander is the *chairman* of the team meeting, he must be careful not to dominate the conversation. He must tread the delicate line between:

- Discouraging participation by being too strict in sticking to a prepared agenda and in interpreting what is relevant or "out of order"
- Permitting too much unconstructive joking, griping or other irrelevant conduct.

One of the goals of the meeting is to exchange *useful* information and ideas. But time is short, so members must be encouraged to express themselves concisely; otherwise, other members will not have a chance to present their ideas. Also it is helpful to focus on one problem at a time so that everyone is thinking about the same issue and solutions may be proposed by any team members. Disorganized skipping from officer to officer may *look* like participation, but each idea will be isolated from others and ideas will not be properly developed by the group. Each idea should have a response—showing that the team commander or another team member has understood it and given reasons why the idea should or should not be implemented. If the team agrees on the merit of an idea, the commander should specifically state why he accepts, rejects or reserves decision on the idea.

Meetings should be held periodically. At first, the team commander could experiment with a ninety minute meeting twice a month and one or two other sixty minute meetings. Officers could be scheduled so that at least two-thirds can attend each meeting (either on duty time, or in departments so providing, on paid overtime). However, the team commander should not blindly stick to the original plan. He could increase the frequency of meetings if he finds them particularly productive. If meetings seem unproductive, he should try to improve their quality. If they are still unproductive, he should consult with his supervisor about reducing their frequency.

The principal subjects of the meetings should be:

- Experiences or cases which team members want to discuss because they experienced difficulty and would like opinions on how to perform better another time;
- Information about crime patterns or perpetrators, so that the team will be able to cooperate in a joint program and in devising strategies or tactics;
- Ideas about improving team performance in any area of police service;
- Training programs designed for the entire team.

3. *Roll call training.*

Traditionally, roll call training has become a boring exercise. The team commander should experiment with the format of roll call to suit it to his team.

The team commander should be aware that some officers may have odd shifts and may not be present at roll call. It is very important that written materials be *posted conspicuously* or made available to odd-shift personnel. Most of this material should be prepared for the commander by the department, but special items of interest to the team should be added by the team commander or authorized members of the team.

Written materials should also be made available to officers at regular roll call. The materials should be clear and concise. The officers should be given adequate time to read the materials. Only material of extraordinary importance need also be discussed orally. Instead, roll call should be an extension of the team meeting. Officers should suggest strategies or tactics. Special assignments may be called for to effectuate those tactics. Of course, the team commander will need to delegate roll call to second-level supervisors or designated officers. He should be present from time-to-time to determine whether these meetings are being run well.

Roll call should not be a stand-up inspection procedure. No officer should be asked to submit to an inspection of his shoes. Gun checks are important, but they can be accomplished as part of regular supervision. Every effort should be made to treat the officer with respect.

4. *Supervision.*

There are two objectives of supervision:

- To sample an officer's performance in order to *evaluate* the officer for the department,
- To *assist* an officer by commenting on his performance, suggesting different methods for use in the future, and arranging for specialized training.

There are two principal methods of supervision. First, one can examine the reports filed by an officer and the reports filed by others about the officer. Reports of potential supervisory use include:

- Special reports requested from officers concerning their progress in fulfilling assignments and their contribution to meeting team goals
- Activity sheets or "trip" sheets (these records of what an officer has done and how long each activity took may help to assess his motivation and effectiveness)
- Arrest reports (to check on the adequacy of the report and to infer whether the officer is making appropriate arrests)
- Preliminary or follow-through investigation reports (for adequacy of the report and thoroughness of the investigation)

- Citizen complaints or commendations (not because they are necessarily accurate but because they may furnish information for further inquiry, particularly if there is a pattern of similar complaints)
- Records on absenteeism, need for light duty, injury of self and injury of partners (patterns in this data may suggest that the officer is "injury prone," that his partners are likely to get injured or that he takes frequent leaves of absence on particular days of the week)
- Auto accidents, on or off duty
- Complaints by citizens about conditions along the officer's regularly assigned beat (particularly complaints on which the officer has been asked to follow up)
- Departmental complaints, or comments by other supervisors.

With the written record in mind, the official then can be more effective in his in-person supervision. He can determine whether patterns suggested by the records are consistent with what he observes. Observations can be of several kinds, depending on the preference of the supervisor and the kind of supervisory problem he is investigating:

- Riding in the same car with the officer to observe his responses and to offer suggestions (this is a good educational device, particularly when the officer is believed to be conscientious)
- Riding in a separate supervisory car and selecting the calls to which to respond (the supervisor can select important calls, a random sample of calls, or calls assigned to particular officers)
- Talking to citizens in the neighborhood to find out about officers in general or about particular officers (student volunteers may be helpful in collecting "straight" information from citizens, who may not be candid in talking to a uniformed officer).

During his supervisory work, the team commander can occasionally check the written records—particularly the trip sheet—to see whether it is current and accurate.

5. *Delegating authority.*

The team commander should develop a uniform method of having lower ranking supervisors (sergeants) report to him about each officer's performance. One method is to assign each sergeant to be *prime supervisor* of one-fourth of the team. When a supervisor observes an officer for whom he does not have prime responsibility, he should notify the prime supervisor (in writing or orally, depending on the importance of the information). When the team commander gains information directly, he also should notify the prime supervisor either orally or in writing.

6. *Evaluation ratings.*

Periodically, perhaps once every three months for first-year officers and once every six months for more experienced officers rated satisfactory (and not on some form of probation), evaluation reports should be completed and discussed with each officer. Consideration should be given to starting the evaluation process by having each officer rate himself. The purpose of the evaluation is to assess *specific skills* which the officer exercises in his job and to draw conclusions about his *overall performance*. Wilson and McLaren present some information that is useful for evaluating overall performance,[2] but specific skills are not included. The evaluation should include effectiveness in:

- Contributing to team discussions of methods and tactics
- Developing sources of information in the community
- Handling service calls involving crises
- Handling emergency sick calls

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[2] McLaren and Wilson, *Police Administration*, pp. 622–645.

- Handling calls involving potential or actual violence
- Handling health emergencies
- Conducting preliminary investigations
- Conducting follow-up investigations
- Analyzing crime patterns (when applicable)
- Assisting fellow officers who are in trouble
- Making appropriate references to non-police agencies
- Assisting in training meetings
- Making arrests
- Any other activity undertaken by at least one team member.

Of course, some of these categories may be left *blank* for an individual. Furthermore, some method might be developed to account for the *importance* of an individual in a particular area. For example, suppose one officer developed a strategy for arresting a group of organized burglars. In *Table VI–1*, a *preferred method* of calculating the score for the officer is contrasted with an *alternative method:*

TABLE VI-1. Sample calculation of an officer's rating

RATING CATEGORY	IMPORTANCE SCORE (0–100)	RATING (0–10)	PREFERRED METHOD OF CALCULATION	ALTERNATIVE METHOD OF CALCULATION
Crime Analysis	100	10	1000	10
Family Crisis	10	3	30	3
Community Relations	10	5	50	5
Training	Not Applicable			
Total	120		1080	18
Average			9 (1080 ÷ 120 = 9)	6 (18 ÷ 3 = 6)

Note: An *importance* score is a supervisor's judgment about the relative importance which an activity should be given in an employee rating. This enables the supervisor to permit a person to be given extra credit (or blame) for his performance on activities on which he spends a lot of time or in which his contribution is especially *important*. The *rating* tells only how well the officer did in the activity. In our example, the officer who cleared up cases involving a gang of burglars had his crime analysis activity count ten times as much as any other activity. Arguably, the importance score might range from zero to 50, rather than from zero to 100, permitting a smaller range of importance for any particular rating.

7. *Appropriate credit for arrests.*

Under neighborhood team policing, the officer who makes appropriate arrests is making an important contribution to the team and should be recognized along with officers who make other contributions. Officers whose arrests result in prosecutions and convictions are making greater contributions than officers whose arrests do not result in prosecutions. The following scoring system is presented as a way of developing a single, admittedly over-simplified index which may nevertheless be useful in conceptualizing the relative arrest productivity of different officers. After giving each officer an index score, the team commander should convert the score into both a rating and an importance score for use as just described in Table VI–1.

F. Special Needs

If the police department adopts the recommended *decentralized budgeting procedures* (See page 60), the team commander will have his own budget, his supervisor also will have a budget with discretionary money for possible use by the team. The team commander should draw up periodic budget documents detailing his team's special needs, including items on which the team

TABLE VI-2. Sample Arrest Productivity Index

ACTIVITY	*POINT SCORE*	*COMMENT*
Parking violation	1	Do not count if dismissed.
Moving violation	2	Do not count if dismissed.
Misdeameanor arrest (no prosecution)	4	
Felony arrest (no prosecution)	8	
Misdemeanor arrest resulting in a prosecution (no conviction)	8	
Felony arrest (no conviction)	16	
Misdemeanor arrest (conviction)	12	
Felony arrest (conviction)	24	
Arrest without probable cause	-4 to -24	Minus score depends on seriousness of officer's error and frequency of previous error (do *not* count any positive points for the arrest)
Arrest involving the *necessary* use of physical force	+4	In addition to other points earned for the arrest. Do not count if the arrest was without probable cause.
Arrest of a dangerous individual without the use of force	+8	In addition to other point scores for the arrest.
Arrest involving an error in judgment causing injury or death to offender	-4 to -24	Minus score depends on seriousness of officer's error and frequency of previous errors.
Arrest involving injury or death of bystander	-24 to -72	Minus score depends on seriousness of officer's error and frequency of previous errors.
Arrest of an individual for several previous offenses	—	Total points for all offenses up to a maximum score of 36, including points for prosecution or conviction. Also count points related to the use of force or avoidance of force in connection with the arrest.

budget will be spent and items for which the supervisor's money will be requested. This will give the supervisor an opportunity to review budgetary plans. For clarity of review, any *recurring* expenditure should include with it a statement of future amounts which will be appropriated. Only in that way can there be a meaningful review of the total budget item.

Whether or not there is decentralized budgeting, special team programs may call for extra resources. It is appropriate to remind the department of equipment shortages, such as insufficient numbers of walkie-talkies or the unavailability of photographic film to use in a program of photographing suspects. Vehicle shortages, either marked or unmarked, may have a critical impact on the team. In each case, however, the request should be made at appropriate intervals and should not be advocated so strongly that the team commander becomes a nuisance. The team commander must carefully select issues which deserve his strong support because he may be judged in part by the type of issues he advocates within the department.

The team commander must keep abreast of the changing problems in his team area. If demands for service or crime rates increase by (say) 10 percent and remain at the new level for two or three months, the team commander should suggest a corresponding increase in the size of his team. Of course, manpower allocation in the department depends on the proportion of total service or crime in the department which is in the team's neighborhood. Therefore, an even more relevant statistic is whether the team's *percentage* of total service calls, or crime in the department, is increasing. That is, if the team starts with 0.8 percent of the department's service calls, the team commander should call to the attention of the department any fluctuation above (say) 0.88 percent, if the fluctuation lasts for two or three months. (Ordinarily the department will not reduce team size if workload drops, but it may permit attrition through transfers or retirement to reduce team size to the appropriate level.)

If the team commander has *special programs*—especially programs for which there is objective evidence of success—then he may request extra personnel for those programs. For example, if there is a gathering place for sixteen-year-old troublemakers in the area, and if the team manages to place a large percentage of the juveniles in part-time jobs thereby reducing crime, then the commander might count up the hours of personnel time which continue to be used in this important program. He may then suggest that keeping that program going is essential to keeping the crime rate down and that the job placement work should be considered a legitimate part of his team's workload. The department probably should consider that such work is as important as many of the police service calls.

G. Informing the Department

The team commander is responsible for informing the department about his team's successful programs and about significant aspects of his team's operations.

1. Successful programs.

When a team develops an innovative program that works, the team commander should inform the department of what has been done. If he communicates effectively, the program will be a credit to him and his team; and other commanders will be able to consider adapting his ideas for their own use.

A *project report* should be filed whenever the team commander becomes convinced that he has a program that is a success. The report should contain:

- A statement of the problem to which the project was addressed, including enough relevant information about the problem for another team to decide whether to use the project or to estimate its chance of success
- A description of the project so that other teams would be able to implement it
- A description of the *costs* involved in implementing the project, including both personnel time and money or equipment (be sure to mention whether the personnel time can be scheduled around service calls or requires special scheduling)
- A description of the *benefits* of the project, including the *source of information* about the benefits (e.g., three letters of citizen commendation, survey of 100 citizens on one business street, reported crime data in team area and in similar areas in the city during the same period of time) and the team commander's *degree of confidence* in the successfulness of the program (state reservations about the accuracy of the data)
- The team commander's judgment about what other kinds of neighborhoods might benefit from the program.

The report should be brief. One or more members of the team should read it and edit it to make it more clearly understandable and to offer suggestions for improving it.

If a team has tried to implement a program suggested by another team commander, the team should file a report with the other commander so that he can revise his original report with the new experience in mind. If the problem was *identical,* he should say so. If the problem or any procedures differed, he should say so. If the costs or benefits were different, he should say so. The object is to let the original team commander make the original report more useful to the department—whether the additional experience makes the project look more useful or less useful. In a professional department, a commander should not be overly worried about offending the originator of a project by submitting information that suggests limitations on the original program's usefulness. The presentation should be diplomatic but should include all relevant facts. Failure to file a report may cause other team commanders to implement faulty programs or to implement good programs improperly.

2. *Team operations.*

The general rule on informing the department about team operations is to be aware of what the team's supervisor considers important. If the team is to have the support of its supervisor, it must perform according to his expectations. A team commander should inform his supervisor about:

- The team's goals and objectives and the purposes of all continuing programs
- Outstanding successes or failures—he should not make the supervisor discover failures, which are inevitable, but should inform him and discuss methods of preventing the failures from recurring
- Major changes in team procedures in advance of implementation, and inform the supervisor about all significant (but not major) changes after they have been put into practice
- Any question for which the supervisor's experience may help to develop a better solution
- Anything that happens about which the supervisor might be asked questions by his supervisor.

The hardest part of communicating with a supervisor concerns the problems which he or other department officials may be causing for a team. Sometimes an official is sufficiently broad-minded to accept direct self-criticism and a direct approach may be appropriate. Other times it may be possible to communicate a problem tactfully, perhaps by suggesting a new "project" which would change the supervisor's method of relating to the team. At still other times, communication would be fruitless and, in the interest of successful communication on other issues, the team commander should bury his feelings and suffer in silence.

There may be times when other members of the department should be called directly so that problems may be resolved informally (rather than through the chain of command). For example, if the vehicle dispatcher appears to be too loose in applying dispatch guidelines, resulting in team members being sent out of the neighborhood too often, the team commander should be free to speak directly to the dispatcher. He should not communicate with the dispatcher's supervisor unless absolutely necessary. The case should be presented tactfully but persuasively—using tangible evidence collected from recent dispatch experience. Similarly, if other officials have attempted to issue orders to team members in conflict with the commander's directions, the other officials should be talked to directly. The team commander should not assume that he has a complete version of the facts until he has talked to the other official. Also, he should not assume that the conflict is intentional—it may be the result of the other official's ignorance about the team commander's policies. The commander's supervisor should be involved in problems with other officials only if the commander is unable to bring about a friendly resolution by himself or if there is some special reason to think that a friendly resolution is unlikely. For example, if a particular official (not the commander's supervisor) is regularly interfering with the team's policies, the commander should inform his supervisor.

3. *Effectiveness of team members.*

In evaluating team members, the commander ordinarily should follow the standard procedures required by the department. If the procedures seem inadequate, he should make specific suggestions for improving them. As in any other system, however, there may be exceptions. For example, an officer may suddenly develop a series of related problems that should not wait for the standard evaluation time. An obvious example would be a rash of independent complaints that the officer had threatened each of the complainants with a gun without provocation. Occasionally, an officer may do something so outstanding that the team commander would like to commend him to his supervisor immediately. Sometimes an officer may insist on working even though he has a serious illness, and the team commander may prefer to have him take leave in order to recuperate.

The team commander is responsible for starting disciplinary procedures when warranted. At a lower level, the team commander and other team members may apply informal sanctions (disapproval, a verbal warning or assignment to unwanted tours or duties). For more serious problems, he may request his supervisor to impose sanctions, perhaps in the form of a transfer. Formal disciplinary procedures should be instituted in all cases involving repeated misbehavior of a serious nature or in a single incident involving grave misbehavior, such as accepting a bribe or using deadly force without adequate justification.

H. Setting Enforcement Priorities

1. Investigations vs. street stops.

Community relations must become the concern of every team member. The easiest context in which to apply that standard is when the team member is giving service that has been requested or is engaged in an informal contact. The principle is also applicable when a team member is deciding how to investigate a suspicious person or how to treat a "borderline" crime.

The team commander should design his program:

- To rely as little as possible on street stops
- To rely as much as possible on increasing the flow of information from the public and using that information to prevent crime and make arrests.

Time spent on street stops could be spent on investigative activity. Street stops may cause friction with the community. Investigative activity, which may have as high or higher payoff in arrests, is much less likely to cause friction with the community. The question is not, simply: Are street stops a justifiable tactic? The question is: Should investigation take priority over street stops as an effective use of team time?

Even if street stops may sometimes prove effective in the short run, a strategy built on street stops is likely to increase community opposition. A strategy built on investigations is more likely to build community cooperation.

2. *Police discretion.*

Man times in the life of a police officer, he will have to decide whether to make an arrest or to treat the offense as non-criminal. For example, in a family fight the line between assault and permissible behavior is extraordinarily hard to draw. A neighborhood team policeman should be aware of these difficult discretionary choices, should make reasoned decisions, and should not automatically treat something as a crime simply because it fits the textbook definition. A policeman is a representative of government. If he regularly treats normal behavior as criminal, he may contribute to an atmosphere of repression in which the police are considered the enemy. Even though an officer may be "only doing his duty," he may be seen as part of a system which separates husbands from wives and children from parents. To reduce the validity of this community perception, the officer should treat people as criminals only when their acts are serious enough to demand criminal treatment. Crimes committed by adults against strangers usually deserve criminal treatment. Crimes against loved ones sometimes do not.

There is an added reason for restraint in the criminalization of behavior. Increased prosecution of less serious criminal cases may interfere with the investigation and prosecution of more serious criminal cases. Time spent on one type of case will not be spent on the other. Citizens irritated by petty prosecutions may be less likely to cooperate in serious cases. Furthermore, less serious cases will add to the court backlog. This will increase the delay in prosecuting serious cases. The team should assist the court by not unnecessarily cluttering its docket with less serious cases.

3. *Referrals vs. arrest.*

In developing his plan, the team commander has been urged to list available governmental and community resources (see p. 87). The reason for this list is to enable the team to make reasonable decisions about what to do with neighborhood problems. If, for example, there are drug addicts in the area, the team can wait for them to commit crimes and arrest them, or it can attempt to reduce crime by getting them treatment. Even if the addicts continue to commit crimes, the community may be better off if they commit *fewer* crimes while in treatment. Not only may the community be better off because of the treatment program, but the police workload may also be reduced—by anticipating a crime problem and taking advance measures rather than waiting for the crimes to materialize.

There is an added reason for emphasizing the use of treatment resources. For some individuals, who have not become hardened criminals, the prison or correctional institution may be an education in crime, contributing to the seriousness of their future offenses rather than "rehabilitating" them. For that reason, the one-time offender probably should be diverted from the criminal justice system, which can be reserved for offenses so serious that society insists on taking retribution and on making that individual serve as an example from which others may learn. The officer should be aware that prisons, at present, may only be justified because of their deterrent effect on people outside the prisons. Given the state of the "correctional arts," the imprisoned individual usually must be considered a person whose act is so bad that he is being *used* as an example by society. Imprisonment for the benefit or rehabilitation of the prisoner is largely a myth at present.

Diverting individuals into treatment has the same advantage for the criminal justice system as does exercising police discretion by not making an arrest. It unclogs court calendars. It also makes space available in prisons to house hardened offenders. The officer who funnels these serious cases out of the criminal justice system in appropriate ways has made a contribution to the effectiveness of the whole system.

4. *Community groups and "the media."*

The entire section on community relations has, so far, failed to mention community meetings, school programs or public relations releases. This is intentional. While team commanders should use such programs, within limits, they are not the most important part of a community relations program. More significant citizen impressions are formed during everyday operations than can ever be formed in a public relations campaign.

Public relations efforts can serve an important purpose, however. They can advertise the readiness of the police to respond to citizen information. It can provide citizens with a telephone number to call to reach *their* team commander, they will have a more personal feeling than just calling "the police." They can call the commander by name if his name is publicized.

Community relations also can advertise the need for volunteers to serve as "auxiliary police" or as clerical aids in the stationhouse. Extra resources can always be used by a resourceful commander, who will fit the tasks to the capabilities of the volunteers. Of course, volunteers may sometimes be more trouble than they are worth, and those particular volunteers should be discouraged from continuing to "help." But resourceful team commanders can make effective use of volunteers as:

- Translators, riding with officers in patrol cars
- Unarmed guards for meetings that police have insufficient resources to patrol themselves (getting authorization for responsible civilians to have police walkie-talkies may increase the meaningfulness of these guards)

- Investigators, particularly on cases which require extensive footwork which the team cannot afford to conduct and which other units of the department also would not handle
- Clerks for the stationhouse
- Speakers at community meetings—to inform other civilians about the police team program and the need for cooperation
- Liaison officers, to organize meetings with potentially hostile groups which might be less likely to respond well if the police talked to them directly (civilians with special recognition in the community may be most effective in this activity)
- Trainers, giving courses at team meetings or in the police academy or just helping the team commander in developing his curriculum
- Researchers, helping to compile information about local governmental or private treatment programs or other resources of potential value to the team
- Informants, who may infiltrate groups of known criminals (the team commander may use part of his budget to pay some informants)
- Crime analysts, searching for patterns among the crimes committed in the area.

The team commander must budget time to recruit civilians and to train and supervise them. If he directs his efforts carefully, he probably can locate citizens who will give of their time on a regular basis and who may have skills which will complement the skills of team members.

5. *Innovative solutions.*

One of the most effective ways to solve a community problem is to "please everyone." For example, a civic association objects to juveniles "hanging out" on a corner and hurting a businessman's profits. In one situation, the problem was resolved by the businessman changing his product line slightly and developing a thriving business using the kids as customers. This converted a nuisance into an asset. Similarly, Jack Webb—in a recent television show—convinced the people holding a "noisy party" to invite the neighbor who made the complaint to join the party.

Sometimes it is impossible to please everyone but a compromise can be worked out. Instead of having kids make noise in the street at all hours of the day, the team commander may be able to arrange with them to accept an arrangement to have a "playstreet" officially declared for a part of the day. If kids turn on water hydrants, arrangements can be made to fit them with spray caps for a portion of the day, thereby preserving water pressure for fire-fighting purposes.

Sometimes the team commander will need to work hard to solve a problem. For example, kids may be causing trouble because of a lack of recreational facilities or a lack of jobs. If the commander is convinced that the problem can be attacked as a recreational or job problem he might develop a program in which he *joins the kids* in arguing with city government to provide the needed services. Similarly, if ambulance service is noticeably inadequate, the team commander can greatly increase police credibility by joining community groups in arguing for this reform. If demonstrations or protests are planned, the team commander can assist in securing necessary permits and arranging for a route so that a negative confrontation can be avoided.

Of course, the commander should use his discretion in the causes he picks, his methods of argument and—depending on the potential delicacy of the situation—how he should inform his supervisors about his intended actions. Some departments may prefer never to advocate a citizen cause against other branches of government. Others may develop a policy on this issue. Still others may decide on a case-by-case basis.

I. Success as a Team Commander

Considering all his obligations, a successful team commander must be a first rate administrator. He must solve many problems, deal with many people, and establish policies concerning politically sensitive questions. These tasks are not ordinarily performed by any low-level police administrator. They call for qualities citizens do not often think of as occurring in police departments. However, as any consultant who has worked with police for long can testify, there are capable officials in every department. The theory of team policing is that officials will rise to the expanded challenge of a team commander's job.

Every newly appointed team commander should be aware that he must prove himself in his challenging position. His department should be patient with him as he adjusts to the unaccustomed working environment. But he will be required to show progress. If he does not fulfill his responsibilities, then the department should provide inservice training or find another official who can do the job. If the department does not have the quality of officials which it thinks it needs, then it must develop personnel programs (including recruiting, lateral entry, and increased pay) to upgrade its officers.

CHAPTER VII. PLANNING A BUDGET

> **The major problem is to assure that cost estimates include all relevant costs. This is probably the major weakness in cost estimates currently provided in government.**
> **—Hatry *et.al.*[1]**

The authors would like to be able to provide neighborhood team policing budgets, applicable to different sized police departments. However, such budgets would be misleading because they could not anticipate everything a department might do to tailor neighborhood team policing to its own needs—depending on the characteristics of its community and the quality of its personnel. In some departments, the only costs of neighborhood team policing will be the planning effort, the shifting around of available resources and other *transitional* expenses. In other departments there may be a requirement for more officers, more officials, more equipment and a variety of other items of expense. To some extent these expenses may have been called for *regardless* of team policing but the process of planning may be the *trigger* which makes the department decide to act.

Instead of providing a "suggested budget," which would be different for every department, this chapter will:

- Discuss a *method* of budgeting
- Present a sample list of categories and items which should be considered for inclusion in a budget.

A. A Budget Method

The basic budgeting method suggested in this chapter is to consider major program *alternatives.* For each program area (e.g., implementation plan, training and education, number of team members) at least three alternatives should be described, including high, medium and low budget alternatives.

The department should not adopt the lowest budget alternative until it has decided that the more expensive program is not so much better that it is worth the increased costs. Conversely, the most expensive program also should not be adopted merely because the funds are available. In the public interest, the department should decide whether the expensive program is good enough to justify its high price. Money not spent in one program area often can be spent in another.

As a sample of how this "budget option" process might work, the table on page 105 presents a hypothetical example of budget options for one aspect of team policing (implementation).

1. *Beware of duplication.*

In preparing budget options, be careful not to include the same item in two programs. The sample budget for "implementation" includes "overtime pay for team meetings" *subsequent* to implementation of the program. The reason for including subsequent year costs as an implementation expense in the high and moderate cost options is that paid overtime, once started, is hard to discontinue. If the department adopts these options, however, then it should not duplicate this item in any other program (e.g., the item should not be duplicated in a special program to provide paid overtime to give team commanders flexibility in scheduling team meetings *subsequent* to implementation of the program). On the other hand, if the high cost option alternative is rejected, then consideration should

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[1] *Practical Program Evaluation for State and Local Government Officials,* Harry Hatry, Richard Winnie and Donald Fisk (Washington, D.C.: The Urban Institute, 1973), p. 88.

TABLE VII–1. Budget Options: Implementation of team policing

(*Sample only*—Costs are not valid for any department.
Options are not intended to be complete).

Program Description	*Expenses* (Thousands of dollars)			*Other Costs*	*Benefits*
	Year One	Year Two	Years 1–5 (Total)*		
A. High Cost Option					
1. Ten-member task force for planning; provide substitutes for all officials (sergeant or above) assigned from districts to the task force.	$320	$100	$ 420	Since additional officials would be appointed immediately, there might be more officials than needed in Year Two. (The excess could be reduced through normal attrition in the department.)	Replacing officials would permit the districts to continue normal operations and permit task force members to spend full time on the project.
2. Add ten trainers, including five new employees; plan to create permanent slots.	$400	$420	$2,210	Field personnel will need to educate the trainers. At first, team commanders may find that they have more assistance than they want.	Would provide excellent training support and would permit keeping the trainers in the department for an extended time.
3. Paid overtime for ten meetings (prior to program inception).	$ 20	$ 21	$ 110	Jealousy of nonteam personnel. Need to continue overtime pay in later years.	Ease of scheduling team meetings. Extra pay for officers.
4. TOTAL High Option	$740	$541	$2,740	Top command officials will need to spend substantial time.	
B. Moderate Cost Option					
1. Ten-member task force for planning; hire two new officials; require task force members to spend 30–50% of their time on precinct duties.	$100	-0-	$ 100	Some extra burden on other officials to take up slack for task force officials. Some risk that task force officials will spend less time than needed.	Task force officials would keep in touch with operations and communicate with patrol personnel.
2. Add five trainers, including three new employees.	$200	$210	$1,315	Would permit good training support and would permit keeping the trainers in the department for an extended time.	
3. Paid overtime for some team meetings (prior to inception).	$ 10	$ 11	$ 55	Some jealousy of nonteam personnel. Reduced flexibility of scheduling meetings. Some risk commanders will not schedule non-overtime meetings.	Will give department opportunity of observing how difficult it is to hold non-overtime meetings.
4. TOTAL Moderate Option	$310	$221	$1,470	Top command officials will need to spend substantial time.	
C. Low Cost Option					
1. Ten-member task force for planning; require task force members and others to complete operational assignments *plus* cover the task force.	—	—	—	Members may slight task force work. Non-members may feel imposed upon by increased workload.	Less jealousy of task force members because everyone would share in the heavy operational burden. Increased communication with task force.
2. Five trainers hired as part of regular hiring or reassigned from patrol.	—	—	—	Less competence in training group (no highly paid experts). Some reduction of personnel available for other purposes.	Less resistance to trainers because of high salaries or status.

TABLE VII–1. Budget Options: Implementation of team policing (Continued)

(*Sample only*—Costs are not valid for any department. Options are not intended to be complete).

Program Description	*Expenses* (Thousands of dollars) Year One	Year Two	Years 1–5 (Total)*	*Other Costs*	*Benefits*
3. No paid overtime for team meetings (prior to inception).	—	—	—	Less involvement of officers in the planning process.	
4. TOTAL Low Option	—	—	—	Top command officials will need to spend substantial time.	

*This total includes expenses, if any, for Years 3 through 5, none of which is shown on the table. In some cases, it has been assumed that expenses will decline from Year Two and in others that inflation or other factors will increase costs.

be given to implementing a program of paid overtime for team meetings in subsequent years.

2. *Beware of omissions.*

Be sure to include all costs. Cost elements often omitted include:

- Employee fringe benefit costs directly associated with program salaries and wages
- Increases in costs due to inflation or the need to give pay increases in future years
- Costs incurred in recruiting, selecting, and training new personnel
- Possible costs relating to the use of land, buildings, and other facilities which seem free to the program but may imply some type of additional rental incurred or rental income lost because of the program's use of the facilities.

Also be sure to estimate the amount of *time* which different programs will cost personnel. The volume of tasks and paperwork required of all police officials is a serious concern, and no new program should be adopted without considering the additional burden which it will cause personnel. Such costs reduce the time personnel will have to perform other tasks. Consideration should be given to whether the newly assigned tasks are sufficiently important to deserve the attention required.

B. Consider all Programs

Throughout this book, many suggestions have been made about different aspects of a neighborhood team policing program. Each of the suggestions may be considered as a separate project, and a department may attempt to estimate the costs and benefits of each. In some cases, a suggestion may result in a net cost saving—such as the assignment of civilian clerks to replace more highly paid uniformed officers. Other suggestions may release centralized resources for use in the patrol function, increasing the flexibility and responsiveness of neighborhood team units without increasing the police budget. Still other suggestions, like the purchase of walkie-talkies for patrol officers, will entail obvious expense. Only after all programs are considered will the department be able to estimate net costs either in the first year of the program or in each of the subsequent years. First year costs may be higher than subsequent year costs because of expenses involved in program implementation.

To stimulate the planning process, a list of "items to consider" has been prepared. This list, which follows in Table VII–2, is not intended to be exhaustive; and the grouping of items into categories is arbitrary. Planning officers should consider all programs which the department is undertaking or is considering and should decide how they relate to team policing. Then they can make a truly complete list of projects related, either directly or indirectly, to the neighborhood team policing concept. For internal planning purposes, an effort should be made to distinguish programs which would be undertaken *regardless* of team policing, programs which are *necessary* because of team policing, and programs which are *desirable* because of team policing. These classifications involve decisions which relate to the particular needs of each department.

TABLE VII-2. Items to consider in a budget

(*Sample only.* This list is intended to suggest ideas.)

PERSONNEL

- Minority recruiting (as an aid to community relations)
- Improved selection and promotion standards
- Incentive pay (to recognize achievement without requiring promotion to supervisor)
- Specialist concept (to permit advancement by acquiring a specialty)
- More officers (as the result of a manpower study)
- More clerical personnel (to relieve officers of tasks not requiring their professional skills)
- More trainers and training consultants (in-service training program)
- More crime analysts, planners or collators
- More supervisors (as the result of a study of the officer/supervisor ratio)
- Training for auxiliary police
- Academic leave or scholarship program (for upgrading team members)
- Assigning detectives to teams
- Reducing the size of centralized units
- Designing new personnel evaluation procedures
- Overtime pay for follow-up investigations or team meetings
- Hiring community service officers

PLANNING

- Planning task force (assignment of members, clerical support)
- Crime analysis system
- Neighborhood team computer-assisted manpower allocation system
- Studies of team size, appropriate definition of neighborhoods
- Evaluation
- Study of resources available for police referrals
- Study of waste-time spent by officers in court
- Study of possible use of telephone or mail dispositions of some requests for service.

COMMUNICATION

- Walkie-talkies
- Improved transmitting capability to reach walkie-talkies efficiently
- Retraining of dispatch personnel
- Revising dispatch procedures and, if necessary, related computer software
- Revising "sector" boundaries to coincide with neighborhoods

TRANSPORTATION

- More vehicles, particularly unmarked vehicles needed for flexible field operations
- Scooters
- Bicycles

PUBLIC RELATIONS

- Printing pamphlets on request of team commanders
- Providing team commanders with access to the media

FIELD OPERATIONS

- Coordinating team commanders
- Developing format for team commander reports
- Determining method of supervising team commanders (precinct organization)
- Increased responsiveness to requests of team commanders and middle managers

ADMINISTRATION

- Decentralized Budgeting

APPENDIX A. INFORMAL GUIDELINES FOR NEIGHBORHOOD TEAM POLICING

ADAPTED FROM GUIDELINES ORIGINALLY PREPARED FOR THE DETROIT POLICE DEPARTMENT (NOVEMBER 27, 1970)

NOTE: These guidelines are presented as an example of how simple operational guidelines may be drawn up for the purpose of a neighborhood team policing program. *Obviously, these guidelines will need substantial revision to be adapted to the needs of any department.* Guidelines should recognize existing practices and should be adapted to local realities, such as the constraints of union contracts or local ordinances.

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ARTICLE I

Name of Guidelines

These Guidelines shall be referred to as the Guidelines for Neighborhood Team Policing.

ARTICLE II

Definitions

Section 1. Neighborhood:

The Neighborhood is the area over which a Team Commander exercises authority and takes responsibility on a 24-hour basis.

Section 2. Team Commander:

The Team Commander is a Lieutenant who has been designated to be responsible for a Neighborhood and a Neighborhood Team.

Section 3. Neighborhood Team:

The Neighborhood Team shall consist of all officers and officials who are regularly assigned to the Neighborhood and are supervised by or responsible to the Team Commander.

Section 4. Neighborhood Officer:

A Neighborhood Officer is any Officer who is a member of the Neighborhood Team or who is assigned to work within the Neighborhood.

Section 5. Team Detectives:

A Team Detective is a Detective who is regularly assigned to the Neighborhood Team.

Section 6. Supervisor (staff):

Any individual who is responsible for another individual is a supervisor. (All individuals directly or indirectly responsible to a supervisor are members of the supervisor's staff.)

Section 7. Emergency:

An *emergency* is: (1) a Part I crime in progress, (2) a Part I crime reported to the police within five minutes of its completion, (3) any incident, including a civil disorder, in which the police may be able to save life or limb, or (4) any incident which the dispatcher decides requires immediate attention.

ARTICLE III

Effect of These Guidelines

Section 1.

All applicable rules, orders or regulations of the Department shall apply unless they are contradicted by the letter or spirit of these guidelines, which shall then take precedence.

Section 2.

The Team Commander, subject to correction by his supervisors, shall be responsible for interpreting these Guidelines.

Section 3.

Any supervisor may nullify or amend any interpretation made by his staff pursuant to Section 2 of this Article.

ARTICLE IV

Power to Suspend These Guidelines

Section 1.

The Team Commander or any of his supervisors shall have the power to suspend or modify the effect of any part or all of these Guidelines providing that he believes that there is a convincing reason to do so. Notice of action taken by a supervisor pursuant to this Section shall be given directly to the Team Commander as soon as is reasonably possible. Notice of action taken by a Team Commander pursuant to this section shall be given to his supervisor as soon as reasonably possible.

Section 2.

Any person suspending these Guidelines shall notify the Chief, orally or in writing (notice shall be given within a reasonable time, considering the nature of the suspension which has been ordered) of the reason for the suspension. If oral notice is given, it should be followed by written notice within a reasonable time. In no event should more than seven days pass before the written notice required by this section is received by the Chief. Copies of the written notice shall be distributed to all supervisors of the individual who has suspended the Guidelines.

ARTICLE V

Team Commander

Section 1. Ordinary Hours:

Ordinarily, the Team Commander shall be free to determine the hours during which he will work. However, he must be on duty or officially account for his time (sick leave, furlough, etc.) for at least as many hours each month as are required of officials of his rank. The Team Commander shall notify the department when he commences a tour of duty and shall complete and submit an activity report each time he concludes a period of active duty.

Section 2. Keeping Team Members Informed:

The Team Commander shall be responsible for assuring that each member of his Neighborhood Team is aware of all orders and regulations which affect him as of the start of each of his tours of duty. The Team Commander may provide for any reasonable system, including written notice, which will provide for Team Patrolmen to be aware of outstanding orders.

Section 3. Informing the Team Commander:

The Team Commander, whether or not he is on duty, is responsible for all the activities of the Neighborhood Team. Team members are responsible for reporting to the Team Commander all incidents in which they experience serious difficulties.

All officials are responsible for reporting to a Team Commander any exceptional actions, whether exceptionally good or bad, taken by any member of his team.

Section 4. Evaluations, Complaints and Meritorious Action Reports:

The Team Commander shall be responsible for filing personnel reports for every member of the Neighborhood Team. The Team Commander shall be responsible for investigating and recommending action with respect to the performance of any Team Member in any situation in which there has been a formal grievance. The Team Commander also shall file a report stating his opinion about the behavior of any member of the Team in any situation in which an officer of the Department has informed the Commander that a member of his Team has performed questionably or inadequately. The Commander shall file reports on the meritorious conduct of any Team member.

Section 5. Quarterly Reports:

On the last day of every third month, the Team Commander shall file a written report to his immediate supervisor with enough copies for the supervisor to distribute to other members of his staff or to his supervisors. One copy of the report shall be given to the Coordinator for Neighborhood Team Policing. This report should describe the activities of the Neighborhood Team and the conditions of the Neighborhood. It should note problems which have been faced, should discuss changes in procedures, and should discuss methods of improving the operation of the Team, or the Department. The purpose of this report is to improve operations. It shall not contain derogatory information about any officer and it shall not be used for the purpose of evaluating any member of the Team. Members of the Team are responsible for making constructive suggestions for inclusion in this report.

Section 6. Work Schedules and Assignments:

Considering all relevant information, including the pattern of crime and emergency activity which has occurred in the Neighborhood, the Team Commander shall be responsible for suggesting to his supervisor the assignment of Team Members to serve during those hours which he reasonably believes are likely to control crime and to serve the Neighborhood. Work schedules, subject to revision because of unforeseen circumstances, must be filed at least two weeks before they take effect and, subject to revision, *should* be filed at least one month in advance.

Team Members may be required, at the recommendation of the Team Commander, to work either in uniform or in plain clothes. Providing they are properly licensed and trained, the Team Commander may require them to ride in marked or unmarked cars or scooters, to perform foot patrol duties, or to perform a mixture of such assignments on any tour of duty. They may also be required to investigate crime, to meet with particular individuals designated by the Team Commander, to appear at meetings, or to perform other special duties determined by the Team Commander.

Section 7. Transfers:

Any Team Member who desires to transfer out of the Team shall notify the Team Commander of his desire to be assigned to other duties. No voluntary transfer shall be considered or approved until a written statement of reasons has been filed with the Team Commander.

Section 8. Crime Information:

The Team Commander shall be responsible for obtaining copies of and knowing the contents of available reports concerning the amount and nature of crime which has taken place in the Neighborhood.

Section 9. Conditions in the Neighborhood:

The Team Commander shall develop a reasonable method for keeping the Team informed of conditions which may be important to them in the performance of their duties. Such conditions shall include crimes which have recently occurred, and information which has come to the notice of the Team Commander or another Team Member and which may be useful in preventing or controlling crime or providing police service. Other administrative divisions shall cooperate with the Team Commander in reasonable requests made in fulfillment of these duties.

Section 10. Special Programs:

The Team Commander shall have a special responsibility to assist people within the Command Territory who are addicted to hard drugs and are involved in crime at least partly because of their drug involvement. The Team Commander also shall develop special programs to deal with local problems such as youth crime, recurrent family fights, and police-community tension.

Section 11. Studies:

The Team Commander may request, when he determines that such a request is reasonable, that the Department conduct, by itself or by hiring consultants, studies which may help improve the quality of police service within the Neighborhood. Requests for studies should be submitted through channels to the Commissioner. Unless the request is urgent, it shall be contained in the Team Commander's periodic report.

Section 12. Station Duties:

The Team Commander shall be exempt from station duties but other officials and officers in the team shall share proportionately with other personnel in the performance of necessary but unwanted assignments.

Section 13. Supervision of Team Commander:

The Team Commander and other officers assigned to the team continue to be responsible to their supervisors in those matters over which supervisors usually have authority. Supervisors may require that the Team Commander modify his operational plans as they direct. Supervisors are responsible for reading the reports of the Team Commander, discussing the reports with him, encouraging him to initiate worthwhile programs, suggesting changes in operations, and commenting on the periodic reports of the Team Commander.

ARTICLE VI

Assistant Team Commanders

The supervisor of the Team Commander shall designate three or four sergeants to serve as Assistant Team Commanders. These officers shall be responsible for keeping themselves aware of developments within the Neighborhood and for performing tasks delegated to them by the Team Commander. When the Team Commander is on furlough or on extended leave for any reason, an Assistant Team Commander designated by the Team Commander shall assume the powers and responsibilities of the Team Commander. An Assistant Team Commander shall prepare a written report on developments and policy changes in the Neighborhood during his service as Assistant Team Commander, and he shall submit that report to the Team Commander within three days of the time that the Team Commander returns to regular duty.

ARTICLE VII

Team Detectives

Team detectives are part of the Neighborhood Team and are part of the Team Commander's staff. They shall perform continuing investigations, assist in training Team Members, assist in reviewing arrest or investigation reports, or shall perform any other duties assigned by the Team Commander.

ARTICLE VIII

Vacations

The Team Commander's application for a leave of absence is subject to review and approval by his supervisor. Team members shall apply to the Team Commander for a leave of absence, which shall be granted consistent with the seasonal needs of the Neighborhood, the available number of officers, and the conflicting requests of other Team Members.

ARTICLE IX

Substitute Team Members

Section 1. Changes in Team Size:

In his periodic report (see Article V, Section 5), the Team Commander shall report the number of men available to him for street duty. The Team Commander should consider the problems in his Neighborhood and the number of personnel available in the Department. If the Team Commander then determines that the regularly assigned field strength of the Team should be increased, then he is responsible for asking his superior officers for an increase in the number and for documenting the reasons for his request. The Commander shall, for similar reasons, be responsible for requesting that the size of his Team be reduced and he should document the reasons for that conclusion.

Section 2. Substitute Officers:

If the Team experiences substantial changes in the number of officers on active duty due to injury, illness, or other reasons, then the Commander may request his supervisor to assign substitute officers to the Team (from other Teams) and, during periods of high manpower availability, he may inform his supervisor that members of his Team are available for assignments to other Teams.

Section 3. Request for Services of Special Unit:

If the Commander has special information or special reasons for requesting additional manpower from centralized police units on particular days or for particular periods of time, he is responsible for making an oral or written request for assistance of the centralized unit in the performance of specified duties. Such a request should be discussed with his supervisor who, if he believes that the request has merit, shall take the matter up with the appropriate unit. If the supervisor is not available, the Team Commander may take the matter directly to the appropriate unit.

ARTICLE X

Relationship To Dispatcher

Section 1. Special Status:

The Neighborhood shall be considered by the dispatcher to be a special unit. So that personnel assigned to dispatch duty will have a visible means of remembering the special status of the Neighborhood, that area shall be specially designated on the appropriate (maps) (display units) in the dispatch center.

Section 2. Ordinarily Retain in Neighborhood:

Units assigned to patrol within the Neighborhood shall not ordinarily be requested to take runs outside of the Neighborhood.

Section 3. Exception for Emergencies:

If there is an incident which the dispatcher believes to an *emergency* (as defined in Article II, Section 7) then the dispatcher *may* require a Team member to leave the Neighborhood to take a run in another Neighborhood. If the backlog on nonemergency runs is over one hour or if a contingency dispatch plan is in effect (see Article XV), then Team Members may be assigned to nonemergency runs out of their Neighborhood.

Section 4. Limitation on Emergency Exception:

Even if a Team Member could be dispatched to another territory pursuant to Section 3, such action shall *not* be taken if there are other sufficient available police resources about as close to the scene of the incident as the Team Member. Team Members always will be last to be dispatched to an incident outside their Neighborhood. If there are not enough police resources available to handle an incident adequately, then Team Members who are in service may be dispatched pursuant to Section 3. If no Team Members in service are available to handle an emergency, then Team Members assigned to nonemergency calls may be dispatched.

Section 5. Exclusion of Outside Units from Neighborhood:

Police assigned outside the Neighborhood shall not ordinarily be given runs into the Neighborhood. However, if there is an *emergency* (as defined in Article II, Section 7) and all Team Members are on missions of such importance that they should not be reassigned (or if they cannot be contacted by radio), then the dispatcher may assign an outside unit to take a run into the Neighborhood.

Section 6. Fairness for Dispatchers:

No dispatcher shall be subject to any disciplinary procedures for occasional unintentional violations of these Guidelines.

Section 7. Record of Runs out of an Assigned Neighborhood:

Each Team Member shall make a special indication on his activity sheet if he is assigned to a run which takes him out of the Neighborhood.

Section 8. Special Dispatcher Record:

Each dispatcher who assigns a unit from outside of the Command Territory to take a run within the Territory shall (place a *RED X* on the dispatch ticket) (make the appropriate machine entry) to indicate that an extraordinary dispatch has been made.

Section 9. Informing Team Commanders of Runs:

A copy of all incident or arrest reports related to the Neighborhood should be furnished to that Neighborhood's Team Commander by the officer completing the reports. The officer's immediate supervisor and Team Commander shall be responsible for assuring that the procedure set forth in this section is followed.

ARTICLE XI

Special Duties

Section 1.

The Team Beat Commander may authorize any Team Member to perform specified police duties, during which time the Team Member ordinarily will be required to carry a walkie-talkie. The Team Commander's monthly report will include a complete summary of the number of times, the amount of time, and the reasons why members of the Team were so assigned.

Section 2.

A Team Member performing special duties shall notify the dispatcher of his status, including whether or not he is carrying a walkie-talkie and what his specified duties are.

Section 3.

Ordinarily, a Team Member who is performing special duties shall not be assigned to any runs. If an *emergency* (as defined in Article II, Section 7) occurs, then Team Member carrying walkie-talkies may be assigned to a run.

Section 4.

No unit performing special duties shall be assigned to a run if there is another unit in service in the Neighborhood and if that other unit could be assigned or reassigned to the serious incident and would be adequate to meet the needs of the incident. Team Member handling routine calls in the Neighborhood should be reassigned to *emergencies* before officers with special assignments should be called into service. Depending on the nature of the special duties, the dispatcher may use his discretion to assign units from another Neighborhood before he activates the special duty unit.

Section 5.

No dispatcher shall be subject to any disciplinary procedures for occasional unintentional violation of these Guidelines.

Section 6.

Each member of the Beat Team shall make a special indication on his activity report if he was on a special assignment when called and assigned to a run.

Section 7.

Foot units shall *not* ordinarily be considered to be on special assignment. They shall be available to be dispatched the same as any other unit. If foot units are given detailed instructions requiring constant attention, then they may be considered to have a special assignment, as the Team Commander or another supervisor may determine.

ARTICLE XII

Relationship to Other Units

Section 1.

Any police unit which sends an officer into a Neighborhood should notify its Team Commander or his supervisor in advance, *unless* the situation is so urgent that advance notification is not possible and notice is given as soon thereafter as may reasonably be possible.

Section 2.

Detectives assigned to a centralized unit shall be exempt from Section 1. Detectives are encouraged to communicate with Neighborhood officers whenever they contact a citizen in a neighborhood. Detectives are required to report to the Team Commander any strong adverse reactions which they encounter while working in the Neighborhood. Detectives also are required to notify the Team Commander as soon as possible about any investigation in a neighborhood if the total amount of work time is likely to exceed four hours or if four hours of investigation has elapsed.

ARTICLE XIII

Compensation

All police duties required or suggested by these Guidelines ordinarily shall be performed during the regular hours expected to be served by officers or supervisors. All regulations relating to extra compensation for service at particular times of the day, to court time, or to additional compensation, shall apply to the Neighborhood Team and its personnel in the same manner as they apply to all other personnel.

ARTICLE XIV

Emergency Mobilization

These Guidelines are suspended to the extent necessary because of alternate assignments, during any period of emergency mobilization.

ARTICLE XV

Command Relationships

As a Lieutenant, the Team Commander is subject to all supervisory relationships not specifically modified by these Guidelines. It is intended that all officers of the Department should become familiar with these Guidelines and the intended purposes of the Neighborhood Police Team. The Team Commander is responsible for advising his supervisor about his Team's program, and his plans, procedures, methods of operations and orders are subject to review and revision by his superiors. The reports of the Team Commander shall be submitted, unedited, through the chain of command to the Chief. Superior officers may attach their comments.

Since the responsibility for police service in a Command Territory is a complex and demanding task, supervisors are required to be aware of how Neighborhood Teams are operating and to make suggestions and issue orders which will improve the method through which the Team Commander exercises his responsibilities.

ARTICLE XVI

Contingency Dispatching Plan and Dispatching Officials

Section 1. Contingency Dispatching Plan:

If a Neighborhood has no assigned personnel (either because none were scheduled or because illness or other cause has resulted in a one hour or longer period of no coverage), then a contingency dispatching plan shall automatically go into effect. Any official may notify the dispatcher that appropriate conditions exist or the dispatcher may take note of the conditions from available information.

Section 2. Priority Ranking of Supervisors:

Every Team Commander, lieutenant or sergeant, shall be given a priority ranking filed in the dispatch section and revised monthly pursuant to instructions from the supervisors of Team Commanders. Officers designated as "acting supervisors" also shall receive rankings. Sergeants will receive the lowest rankings (first to be dispatched), acting supervisors will receive next lowest rankings and Team Commanders will receive the highest rankings.

Section 3. Dispatch of Supervisors:

If a situation is an *emergency* which *also* involves either a substantial risk of danger to the responding officer or a situation requiring *extraordinary* judgment, then a Team Commander, lieutenant, sergeant or acting supervisor will be dispatched. The dispatcher, either in his own judgment or on the advice of any officer, may decide whether a situation meets the standards of this section.

Section 4. Priority of Supervisors for Particular Assignments:

The available (not already dispatched elsewhere) supervisor with the lowest assigned priority ranking *in the Neighborhood,* pursuant to Section 2, shall be dispatched if the conditions described in Section 3 are found to exist. If no supervisor in the Neighborhood is available, then the lowest ranking available supervisor from a bordering Neighborhood (a Neighborhood with a *passable* common border) in the same command (a group of Neighborhoods whose Team Commanders have the same supervisor) shall be assigned. If no supervisor in a bordering Neighborhood is available, then any supervisor from the same command shall be assigned, in order of his assigned rank. If no supervisor in the command is available, then any supervisor in a bordering command may be assigned, in order of assigned rank.

ARTICLE XVII

Amendments to These Guidelines

Every member of the Beat Team and every other member of the police department shall be encouraged to make specific suggestions for amendments to improve these Guidelines. All suggestions for amendments shall be forwarded to the Office of the Commander.

APPENDIX B. SUGGESTED FORMAT FOR TEAM COMMANDER REPORTS

(A suggested method of collecting reports in a standard format, to make it easier to compare reports from different teams.)

Note: The first and second sections of this report are designed for reports about *objectives* and *programs.* Some of the information in the third section of the report, "performance measures," can be prepared by the data processing section and submitted to the team commander in departments with efficient data system.

IN A TEAM COMMANDER'S *FIRST* REPORT AND IN HIS *ANNUAL* REPORT (ON EACH ANNIVERSARY OF HIS FIRST REPORT), HE SHOULD STATE ALL ITEMS FULLY. IN HIS *QUARTERLY* REPORTS, a team commander should report only *changes* in objectives or programs, compared to the previous report.

The team commander should order his report as suggested in this format. He should delete any headings which are not appropriate and should add new subject headings if there is something important to report and nothing applicable can be found in the suggested format.

I. Neighborhood Conditions, Objectives and Programs (Do not necessarily have an objective for every condition. However, relate each program to an objective and each objective to a condition. Set specific, measurable goals, where possible.)
   A. Economic Conditions
   B. Cultural or Racial Factors
   C. Crime
   D. Traffic
   E. Juvenile Problems
   F. Police-Community Problems
   G. Other problems believed to be important by residents, businessmen or team members
   H. Corruption Hazards

II. Team Programs
   A. Supervisory Program
   B. Personnel Scheduling
   C. Training and Education
   D. Team Meetings (frequency, duration, agenda)

III. Performance Measures

Present Level (for quarter)	Change from last quarter	Change from last year

   A. Crime Rates and Arrests
      1. Robbery rate
      2. Robbery arrests
      3. Number of robbery arrests from citizen information
      4. Percent of robbery arrests from citizen information

Note: Burglary should be reported in the identical format as for robbery. Other Part I crimes should (if practical) be reported separately by whether they were committed by either strangers or by acquaintances or relatives. For the other Part I crimes (homicide, rape, larceny over $50, auto theft and aggravated assault) and for Part II crimes (reported lumped together as a group), items 3. and 4. (arrests resulting from citizen information) in the suggested format for robbery may be deleted.

B. Volunteer Activities

Report all major categories of effort by civilian volunteers, including an estimate of the total amount of volunteer time given to the team within each category.

C. Service Statistics

	Present level (for quarter)	Change from last quarter (percent)	Change from last year (percent)

1. Total number of calls
2. Number of written compliments or complaints
3. Number of telephone compliments or complaints
4. Total number of citizen inquiries received directly by the team
5. Average amount of time spent on calls (excluding follow-up investigation or prolonged mediation)
6. Amount of time spent on follow-up investigation
7. Amount of time spent on prolonged mediation (resulting from a service call)
8. Amount of time spent on mediation or referrals not immediately resulting from a service call
9. Number of community meetings attended and brief characterization of the organizations attended
10. Number of attacks on team members
11. Use of weapon by team members
12. Use of force (not involving a weapon) by team members

IV. Successful Programs

Note: This section may be used for reporting on successful programs, using the format suggested in Chapter VI, pp. 98 to 99. Reports on successful programs may also be fled independently of quarterly reports.

APPENDIX C. SAMPLE ACTION GRANT APPLICATION

(Without budget or data appendices)

The purpose of this appendix is to indicate how one department might prepare its action grant application. The application shows the steps which a department might undertake in order to systematically implement neighborhood team policing. The instructions and grant conditions contained in standard grant application forms have been deleted for the sake of brevity. (Appendices referred to in this grant application should be attached by an applicant but are not included in this sample application.)

Form DJCP–1a (Action)

COMMONWEALTH OF VIRGINIA
Division of Justice and Crime Prevention
Richmond, Virginia 23219

Page 1

ACTION GRANT APPLICATION

I. Application is hereby made for an action grant in the amount of $ ________ from The Division of Justice and Crime Prevention, Commonwealth of Virginia.

II. Submitted by: City of Arcadia Police Department

III. Jurisdictions included in above: Arcadia, Virginia

IV. PROGRAM CATEGORY:
Improving Police Operations

V. PROGRAM TITLE:
Arcadia Neighborhood Team Policing Project

VI. PROGRAM ADMINISTRATOR:
Name: Robert Sheldon
Title: Police Chief
Bus. Add. Arcadia P.D., 15 Grant Ave.
Arcadia, Va. 22303
Telephone No. ________

VII. TYPE OF APPLICATION:
(x) Initial
( ) Revision
( ) Continuation

VIII. PROGRAM FINANCE OFFICER:
I. Name Alan Manning
Title Budget Director
Bus. Add. Arcadia P.D., 15 Grant Ave.
Arcadia, Va. 22303
Telephone No. ________

IX. SUMMARY: (Make every effort to limit summary to the remainder of this page)

SUMMARY

The objective of the Arcadia NTP Pilot Project is to test the NTP concept and methodology in Arcadia to determine if it will have a beneficial effect on (1) the solution of criminal offenses, (2) community attitudes toward the police, and (3) patrol officers' attitudes toward their work. Two pilot projects, each covering an experimental and a control neighborhood with similar population characteristics and crime problems, will be undertaken. Each Team will consist of a team commander, three sergeants and 30 patrol officers. The major elements of the program are: (1) total responsibility and accountability of the team commander for police service in his neighborhood, (2) continuous assignment of Team members to the neighborhood, (3) development of innovative programs and techniques, especially in the areas of patrol operations and community relations, (4) increase in police involvement in community programs and of the community in police programs, (5) improved working conditions and professional opportunities for patrol officers, and (6) evaluation of the program's effectiveness in meeting its stated objectives. If the program is successful, it will be expanded city-wide.

Form DJCP-3a (Action)

COMMONWEALTH OF VIRGINIA
Division of Justice and Crime Prevention
Richmond, Virginia 23219

ATTACHMENT A
PROGRAM PLAN AND SUPPORTING DATA

This is a detailed explanation of the program. (See other side for instructions).

PROGRAM CATEGORY Improved Police Operations

PROGRAM TITLE Arcadia Neighborhood Team Policing Projects

SUBMITTED BY City of Arcadia Police Department, Virginia
(local unit of government)

I. *OBJECTIVES*

The specific objective of the Arcadia, Virginia Neighborhood Team Police Pilot Project is to test the NTP concept and methodology under experimental circumstances for a period of one year in order to determine the program's effect on:

- The solution of criminal offenses
- Community attitudes toward the police
- Patrolmen's attitude toward their work.

Because Neighborhood Team Commanders will be given complete responsibility for and authority over defined geographic areas and because team members will be permanently assigned to those neighborhoods, it is believed that the Teams will be more responsible to and better able to serve the particular needs of those neighborhoods. They will not only become familiar with the people and problems of the neighborhoods, but they will be able to develop programs designed to meet the needs of the neighborhoods and to enlist the support of the communities in the work of the Teams.

It is believed, furthermore, that implementation of such a program will result in more cooperation and trust between police and citizens, better motivation among patrolmen and eventually a reduction in crime in the experimental areas.

The results of this testing will thus enable the Arcadia Police Department to determine whether these methods:

- Provide for more effective utilization of patrol resources than existing methods, and
- Should be implemented on a city-wide basis.

II. *NEED FOR ACTION*

A. Existence and Nature of the Problem

Arcadia faces the following situation: crime, especially violent crime, was increasing at an alarming rate of 15 percent each year (See Appendix A); the urban community, particularly the youth and minorities, are hostile and uncooperative (Appendix B contains excerpts from a recent speech by the young, militant Black leader in Arcadia); and the average patrolman has often seemed frightened, ineffective and unhappy in his work (Appendix C contains city-wide police data documenting inaccurate and incomplete arrest records, poor attendance records and increases in resignations from the Department).

Reforms or innovations initiated by the previous Police Chief met with resistance to change at every level in the police bureaucracy. Finally, because of increasing specialization within the police department, no one with the exception of the Police Chief himself, was both *responsible* to and *accountable* for law enforcement in individual geographic areas of the city. Therefore, the newly appointed Police Chief felt that he had to initiate change which would surmount the administrative obstacles, motivate his personnel and combat the growing crime rate.

The Police Chief realized that an approach which incorporated the following types of actions was needed:

1. Delegation of authority to small teams responsible for all police performance in a particular neighborhood. These teams would become familiar with the people, problems and characteristics of the neighborhood, elicit the support of its people and allocate manpower and utilize practices and techniques geared to the needs of these neighborhoods,
2. Greater emphasis on police-community relations. Through continuous assignment to a neighborhood, police could get to know individuals and groups and their problems. They could help them directly or refer them to available resources. The community, in turn, would be more willing to assist the Teams by providing information about crimes and helping out in voluntary capacities,
3. Improve working conditions of patrolmen. Patrolmen's preferences regarding working hours and type of assignments should be taken into consideration. Patrolmen should be able to participate meaningfully in planning and operating police activities. They should be offered greater opportunities for training and specializing. Finally, the increase in contacts with people made possible by a community-oriented approach to policing would increase patrolmen's feelings of accomplishment.

B. Existing Program

The program designed by the Arcadia Police Department's planners and further developed by the Task Force on Neighborhood Team Police

Pilot Projects incorporate all of the ideas already discussed (See Section III, below, for details). A $3,500 Planning grant was obtained from LEAA. An order was issued formally establishing the program. Lieutenant Hugh Sergeant from the 8th Precinct, with 15 years of police service, and Lieutenant Charles Emory of the 5th Precinct, with 5 years service, were selected as Team Commanders. They received careful briefings and have actively participated in the work of the Task Force.

The Sunnybrook and Riverside areas of the city have been selected as the experimental areas and the Upper Northwest and Little Hills areas as the control groups (See Appendix D for map of areas and data used to determine similarity of crime patterns, population characteristics and socio-economic data). The operational guidelines developed by the Task Force are in the final stages. The tenative budget presented in this proposal is being refined. The reactions of the communities involved and the Arcadia Policeman's Union are highly favorable.

It appears that the comprehensive planning effort is costing more than originally anticipated, but all activities are considered essential to the quality of the program planned. Training will also be an important expense, calling for overtime pay in the initial stages of the program and for an annual expenditure of $2,500 to pay for training consultants when needed by Team Commanders. Special communications equipment (five additional walkie-talkies) is being requested, as well as two unmarked cars and three motor scooters, to facilitate foot and scooter patrols. Special uniforms for team members will cost about $3,000. Five thousand dollars is requested to pay for reprogramming the Department's computer to provide team commanders with useful data. Because of these additional costs to the Department, the Task Force decided to submit this application. It hopes for timely assistance.

III. *METHODS AND TIMETABLES*

This narrative description of methods and timetables is summarized in the Chart which follows it:

STEP 1

The Police Chief selected a Planning Staff to explore the possibility of a team policing program in Arcadia. They submitted and obtained a Planning Grant from LEAA through the State Planning Agency to enable them to conduct a thorough review of other NTP programs, and to call in expert consultants on planning NTP programs. They also consulted with community leaders, top police management and the Police Union's representative to get his initial response and ideas on the proposed program. When the Police Chief was sold on the program, he issued an Order formally establishing it.

STEP 2

Police Chief Sheldon selected two lieutenants out of twelve volunteers to become Team Commanders, based on experience, ability and interest, and to serve on the Task Force which would develop objectives, policies and operational guidelines for the program.

STEP 3

The ten-man Task Force created by Police Chief Sheldon included: the two Team Commanders, two planners from his staff, a Detective in the Investigation Division, a Squad Leader from the Tactical Squad Division, and two sergeants and two patrolmen already selected to serve on Teams. They defined the program objectives described in "I, OBJECTIVES" and developed guidelines.

Their major recommendations concerning guidelines included:

1. *Location and Size of Neighborhood.* The initial program would consist of two control areas and two experimental areas which would implement the NTP concept. Although the experimental areas would only involve 40,000 out of the city's 500,000 population, a pro-

gram of this limited scope, it was felt, would make useful comparisons possible. Also, unanticipated problems could be easily resolved in a small project.

Neighborhoods with similarities in the following areas were paired: pattern of high crime, high percentage of minority group residents, income level and school years completed (See Appendix D of Grant Application for source data on neighborhoods selected from the Federal Census Tracts). To determine which area from each of the paired neighborhoods would receive a team program, a coin was tossed.

2. *Team Organization and Manpower Levels.* The Commander of each team would be a lieutenant, assisted by three sergeants and about 30 patrolmen. Special units assigned to work in the neighborhood will be instructed to coordinate their activities with the Team Commander.

3. *Authority of Team Commander.* The Team Commanders will have complete responsibility for controlling crime in their assigned neighborhoods and for the performance of their men, including the authority to:

- Allocate manpower as they deem necessary according to schedules they design
- Innovate with rotational assignments, use of civilian volunteers or paid employees, investigation procedures, etc.
- Control a decentralized budget of $2,500 per team.

4. *Continuous Assignment to an Area.* Patrolmen will be permanently assigned to a neighborhood and will not be dispatched outside of it except in emergencies or other exceptional circumstances.

5. *Training.* A comprehensive training program will be developed for Team Commanders, sergeants and patrolmen in the team policing concept and the skills needed to implement it. This program will be dynamic, adapting to meet specific individual and program needs. About 25 percent of Team meetings will be devoted to in-service training.

6. *Personnel System.* The entire personnel system—recruiting, training, incentives, etc.—should be restudied. Job descriptions should be rewritten so that team members will be given credit for their efforts to serve the community and participate in decision making as well as to make arrests.

7. *Evaluation Plan.* An evaluation plan should measure the effect of the pilot projects on:

- The solution of criminal offenses
- Community attitudes toward the police
- Patrolmens' attitudes toward their work.

Having set the basic policies and guidelines for program implementation, having developed a tentative budget and having received favorable reaction from the community, the Task Force suggested that the department submit a proposal to LEAA for additional funding. The Police Chief instructed the team commander to proceed with developing the specifics of their particular projects.

STEP 4

The Team Commanders will select officers (sergeants) to develop and implement an initial training program immediately. Both men plan to use consultant help to design and administer the total training program, which will run the duration of the two projects.

STEP 5

Both Team Commanders will supervise the development of specific evaluation criteria and instruments to be developed by the Planning Staff. It is likely that a consultant will be hired to help design and implement pre- and post-implementation patrol and community attitude surveys.

STEP 6

Final selection of other team members—patrolmen, sergeants and detectives—will be made to assure that they will be representative of the rest of the department, so as not to introduce bias into the experimental design. They will receive orientation and training at the very beginning of the program. A regular time and place for Team meetings will be worked out.

STEP 7

The Team Commanders will each assign a sergeant to work with the Crime Analysis Division to develop a crime information and analysis system for the neighborhood. He will also undertake a thorough study of groups and organizations in the neighborhoods, customs, problems, resources, etc. The purpose of these efforts, which will continually be updated, is to determine the special law enforcement and police service needs and problems of the neighborhood.

STEP 8

The Planning Division will conduct a thorough study of the city's referral agencies for use by team members in helping individuals. Team Commanders will edit the study to make it applicable to the needs of their particular neighborhood.

STEP 9

A manpower allocation system will be developed which corresponds with the crime patterns and needs of the neighborhood and the preferences of individual officers. The Computer Division's resources will be utilized to help in this complex task.

STEP 10

The Team Commanders have indicated that they plan to institute many new patrol techniques, such as heavy foot and scooter patrols and some one man car patrols. This will be a continuous effort. Alternatives to sending patrols to answer calls will be considered, such as: handling routine reports by telephone and sending out report forms by mail in order to reduce unnecessary demands of Team time.

STEP 11

Community outreach programs will begin after team members have become knowledgeable about the neighborhoods. Lines of communication will be established with all areas of the neighborhood. Monthly meetings are planned to enable police and residents to air out problems and develop working relationships. Other possibilities include:

- use of volunteers to man community relations storefronts
- organization of police auxiliaries
- business owner education

In addition, team members will be encouraged to develop a rapport with as many individuals as possible.

STEP 12

The Team Commander will see to it that the Dispatching Procedures are revised and strictly adhered to. He will also check to determine whether the communications guidelines are being followed diligently.

STEP 13

A study of non-recurring patrol duties will be made to determine if any functions normally performed by police officers could be assumed by civilian employees or volunteers. A special unit could be formed to handle assignments such as protecting sporting events and rallies.

STEP 14

The Team Commanders will coordinate their efforts with each other and with other units such as the Homicide Section of the Detective Division. They will also assign officers to disseminate information about the program and put out a newsletter.

STEP 15

A complete internal inspection activity will be planned for late in the year to guard against corruption, graft, misuse of funds, etc, and to report upon the efficiency of field operations.

STEP 16

Late in the year, post-implementation surveys will be implemented, all surveys will be analyzed and an evaluation report written. A Final Report to LEAA will be submitted.

IV. *IMPACT AND RESULTS*

A. Anticipated Accomplishments

1. *Impact on Patrolmens' Performance.* A significant improvement in police performance is anticipated as a result of implementing this program. This improvement will be evidenced by:

- More accurate and complete arrest records and investigation reports
- More arrests leading to prosecutions and convictions
- Decrease in response time.

2. *Impact on Patrolmen's Attitude Toward Their Work.* Under a NTP program the patrolman is treated as a professional; he is given responsibility corresponding with his ability, assignments and work schedules according to his preferences (to the maximum extent feasible), and is rewarded for initiative. The hoped for result is:

- Improvement in patrolmen attendance records
- Higher morale among patrolmen
- Greater involvement with community activities.

3. *Improvement in Police-Community Relations.* The greater involvement of patrolmen in community affairs should result in greater mutual understanding and cooperation. Measures of this might include:

- Increase in arrests resulting from citizen information
- Increase in information about criminals
- Change in observed behavior of police toward citizens
- Increase in citizen volunteers.

4. *Reduction in Crime and Crime Rate.* No significant reduction in the amount or rate of crime is expected to show itself in the first year of this program; in fact, these measures may temporarily increase due to increased reporting of crimes. However, careful records will be kept so that program impact over time can be measured.

B. Benefit to the Criminal Justice System

If the experience of these Pilot Projects proves that they are worthwhile endeavors, this program will be expanded to other areas of the city and eventually applied city-wide. It is possible that other cities could successfully adapt Arcadia's version of NTP to their own needs.

NTP has a strong crime prevention element. For example, if families with economic or personal problems can be referred to appropriate social agencies, it is possible that many crimes will be prevented, thus lessening court backlogs and reducing costs of penal institutions.

Finally, NTP encourages both patrolmen and residents to express their ideas and needs and to participate to a degree in decision making which is a democratic and healthy development.

C. Innovation and New Knowledge

Throughout the application examples have been given of innovative programs which may be implemented. These include:

- Assignment of detectives to teams
- The new supervision concept based on participatory management principles
- Utilizing citizen employees for stationhouse duty.

A great deal of new knowledge should accrue if this program is implemented as planned. For example, the Arcadia Police Department will learn whether continuous assignment of patrolmen to a small, defined neighborhood will result in lower response time, improved community police relations and greater job satisfaction for patrolmen. The Department will also learn whether encouraging professional treatment of patrolmen will result in improved performance and morale.

VI. *RESOURCES*

A. Arcadia Police Department Facilities.

The resources of the Arcadia Police Department will be available to meet reasonable requests of the Team Commanders. As already mentioned, the Planning Division played a key role in planning the program and will continue to provide any service it can. The Computer Division was tapped for the process of selecting sites for the projects and for determining the manpower allocation plan. The Personnel Division was involved. The Crime Analysis Division helped the Team develop an information and analysis system tailored to Team needs. The cooperation of the Communications and the Detectives Divisions will be essential.

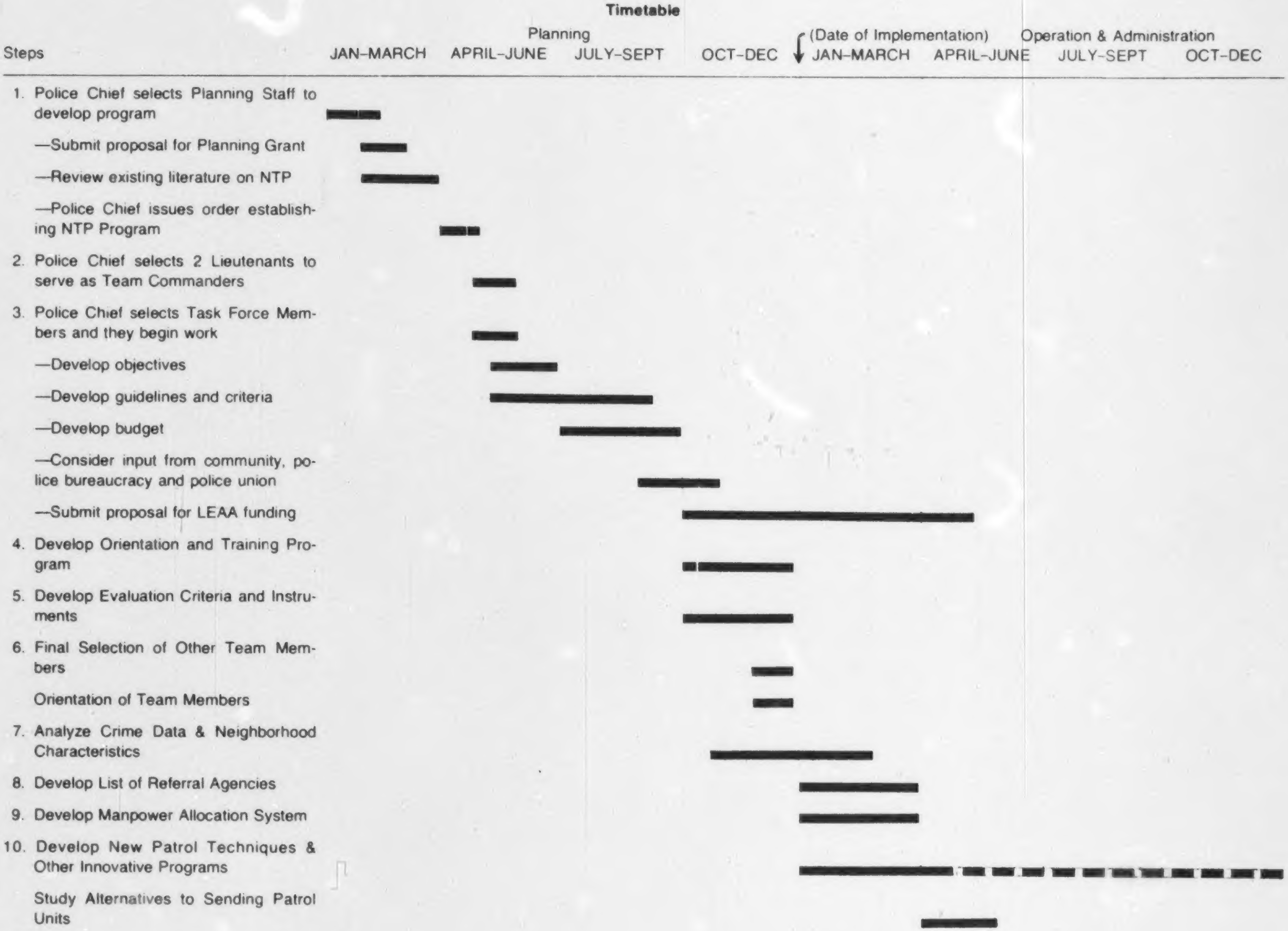
Many public and private agencies and organizations will be called upon to provide assistance to individuals in need or to speak before interested audiences.

B. Qualifications of Professionals and Consultants.

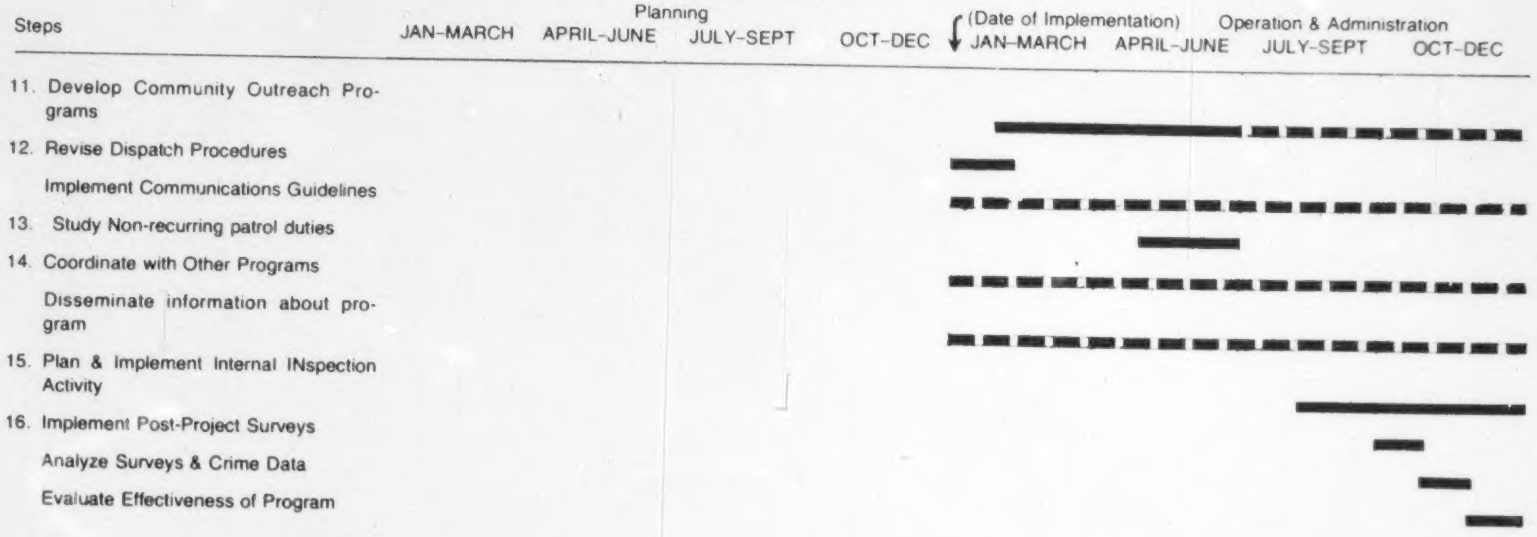
The qualifications of Team Commander and Team Members is set forth in the Task Force Guidelines contained in Appendix E. Two Team Commanders, Lieutenants Hugh Sergeant and Charles Emory have been selected; other team members will be selected soon.

Consultants utilized to date include:

- John South, 23 Pine St, Richmond, Va. Hired to help the planning staff define their problem and consider alternative solutions, such as NTP. He has a Ph.D. in Psychology and teaches a course on "Law and Order and Society" at the University of Richmond.
- Arnold Jones, 455 Sinclair Avenue, Fairfax, Virginia. Helping the teams develop a comprehensive orientation and training program which will be geared to meet the needs of team members. He was a police officer for five years and now works for Urban Affairs, Inc., and has participated in the Oswego, New York NTP Program.


Timetable
Planning
Operation & Administration
(Date of Implementation)
Steps
JAN–MARCH
APRIL–JUNE
JULY–SEPT
OCT–DEC
JAN–MARCH
APRIL–JUNE
JULY–SEPT
OCT–DEC
1. Police Chief selects Planning Staff to develop program
—Submit proposal for Planning Grant
—Review existing literature on NTP
—Police Chief issues order establishing NTP Program
2. Police Chief selects 2 Lieutenants to serve as Team Commanders
3. Police Chief selects Task Force Members and they begin work
—Develop objectives
—Develop guidelines and criteria
—Develop budget
—Consider input from community, police bureaucracy and police union
—Submit proposal for LEAA funding
4. Develop Orientation and Training Program
5. Develop Evaluation Criteria and Instruments
6. Final Selection of Other Team Members
Orientation of Team Members
7. Analyze Crime Data & Neighborhood Characteristics
8. Develop List of Referral Agencies
9. Develop Manpower Allocation System
10. Develop New Patrol Techniques & Other Innovative Programs
Study Alternatives to Sending Patrol Units

Timetable Continued



- Susan Reid, 2113 Elm Street, Arcadia, Virginia. Helping the team develop specific evaluation criteria and instruments. She has a M.A. in Statistics and also works for Urban Affairs, Inc.

The Task Force for Arcadia's NTP Pilot Programs was described earlier in III. Methods and Timetable.

VI. *EVALUATION*

The objective of the Arcadia NTP Pilot Projects is, as stated earlier, to test the NTP concept and methodology under experimental conditions for a period of one year in order to determine its effect on:

- The solution of criminal offenses
- Community attitudes to the police
- Patrolmens' attitudes toward their work.

The purpose of these objectives is to enable the Arcadia Police Department to determine if this method results in more effective utilization of patrol resources and existing methods and should be implemented city-wide.

The evaluation program will have two parts. The first part is to identify problems. A systematic procedure is being developed to enable Team Commanders to review team operations to make sure they meet the approved guidelines and devise remedies for problems that are detected. This might be called "program monitoring."

The second aspect is designed to measure the effectiveness of the NTP projects. Evaluation criteria and instruments are being developed to measure changes in police attitudes toward their work and community attitudes toward the police in the control and the experimental areas.

To measure the effect of the program on the apprehension of criminals, careful records will be kept of:

- The number of arrest by type of crime
- The number of arrests resulting from citizen information
- The number of arrests resulting in prosecution
- The number of arrests resulting in convictions.

To measure the effectiveness of the program on crime reduction, reported crime data will be carefully examined. A Citizen and Businessman Victimization Study is considered unjustified at this stage of program development.

A Citizen Survey will attempt to determine:

- Citizen fear of crime
- Attitude toward team members and NTP
- Number of volunteers for joint police-community projects.

A Patrol Survey will attempt to determine:

- Team members' attitudes toward supervisors
- Team members' attitudes toward different types of police service
- Increase in job satisfaction.

Finally, improvement in police services will be measured in part by:

- Police attendance records
- Use of trained observers
- Frequency and nature of police-initiated contact.

If the results of these evaluation efforts indicate that the Pilot Projects have met the stated objectives, the Arcadia Police Department intends to implement a much larger program for the following year.

VII. *CRIMINAL JUSTICE ADVISORY COMMITTEE*

The Arcadia Police Department has access to the Criminal Justice Advisory Committee of Region 10, Virginia.

APPENDIX D. A TEAM COMMANDER IN NEW YORK'S "EL BARRIO"

By Sergeant Anthony Vastola

The following essay is reproduced by permission of Sergeant Vastola, who has been assisting in the coordination of Operation Neighborhood, in New York City since 1971. Previous to that time, he was a patrol supervisor in a precinct with five neighborhood police teams. This attachment represents Sergeant Vastola's impressions concerning the success of Sergeant Andrew Rivera, the commander of one neighborhood police team in New York City. The essay is presented as a practical example that may stimulate team commanders into considering some potentially useful approaches which can be combined together into a comprehensive team program.

A team commander is a police sergeant who has volunteered for assignment to the Neighborhood Police Team Program of the New York City Police Department. The program is a New York City outgrowth of Police Commissioner Patrick V. Murphy's "Beat Commander Program," which he instituted while Police Commissioner in Detroit.[1]

The principal element of the Neighborhood Police Team Program is the long-term assignment of a sergeant and a team of patrolmen to a defined neighborhood area. The objectives are to bring the police closer to the community, to improve internal police efficiency, and to control crime by increasing community cooperation.

The magnitude of problems facing a police administrator, such as a team commander, in deciding the role of the police in their environment is comprehensively described by Herman Goldstein:

> It is apparent to most large-city police administrators that police service is very directly affected by changes in our social environment, including such factors as changing attitudes toward the criminal, increasing mobility, greater affluence, changing patterns of life among young people, and changing attitudes in our relations with minority groups.[2]

Where changes in the social environment inhibit police performance, the group structure of team policing may provide the impetus needed to develop mutually satisfying police-societal perspectives. In his study of volunteer groups, Arnold M. Rose[3] found that groups faced with opposition are more highly active in pursuit of group goals, more likely to develop a complex structure, more likely to be flexible in activities and techniques, and have a more cohesive relationship among their members than groups faced only with competition, or groups that faced neither opposition nor competition.[4]

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[1] For a brief explanation, see the May 1970 issue of *The Police Chief*, "The Beat Commander," by Patrick V. Murphy and Peter B. Bloch, p. 16.

[2] Samuel G. Chapman, Editor, *Police Patrol Readings* (Springfield, Illinois: Charles C. Thomas, Publisher 1970), p. 44.

To cope with these problems, a hypothesis is offered: The success of team policing in New York City is primarily dependent on the team commander's ability to identify the needs of the community he serves and the ways in which he develops resources and devises tactics to satisfy these community needs. The team commander must use the wide latitude given to him to achieve his functional objectives. (This latitude has, in effect, created a "modern police manager." At this writing, there are 70 neighborhood police teams functioning throughout New York City.)

This essay is essentially a role study of one team commander assigned to an East Harlem police precinct in the "El Barrio" section of New York City.[5] It will describe the "role-demands, personal role-definitions, and the role-performance"[6] of a team commander's interaction with the community, the criminal, and the members of his team. Sergeant Andrew Rivera has been a team commander since July 1972. His role and effectiveness, like those of other commanders, are dependent on the social environment in which he works. His team was selected for this paper solely for the topical aspects of the "El Barrio" community, i.e., high crime rate and other social problems.

ROLE OF TEAM COMMANDER

All team commanders work under one set of "formal" role demands, issued in general, and in some instances ambiguous, terms by the New York City Police Department. The team commander has discretionary power to supply and use police resources within his neighborhood area. At the same time, he is subject to the overriding decisions of his superior officers and to the provisions of Department rules and procedures. The team commander is free to determine his working hours, but he must report to a superior prior to, and upon completion of his work day. He must also furnish a weekly work schedule to his commanding officer. Whether on duty or not, the commander is responsible for the activities of his men. He is responsible for 24-hour coverage of the team area and must assign his men accordingly. He is also responsible for assigning his men to work during hours in which they are most likely to control crime and to serve the community living within the area. He may assign his men to duty in civilian clothes after securing the approval of his commanding officer. The team commander is responsible for establishing lines of communication within his team and conducting frequent conferences with members of his team. The commander submits quarterly reports to "headquarters" concerning the operations of the team. He is encouraged to actively assist the people of the neighborhood and to seek outside assistance from other city and private agencies. He is encouraged to develop the widest possible verbal and written dissemination of information regarding the existence and purpose of the Neighborhood Police Team. The community should have personal knowledge of the team commander and his men. The police team should frequently visit with civic and community organizations to discuss matters of mutual concern.[7]

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[3] Arnold M. Rose, "Voluntary Associations Under Conditions of Competition and Conflict," in *Life in Society*, ed. by Thomas E. Lasswell, John H. Burma, and Sidney H. Aronson (Chicago: Scott, Foresman and Company, 1965), p. 292.

[4] *Ibid.*, pp. 293–297.

[5] For an interesting historical description of "El Barrio" and the Puerto Rican in New York City, see *Beyond the Melting Pot*, by Nathan Glazer and Daniel P. Moynihan (Cambridge, Massachusetts: The M.I.T. Press, 1970).

[6] *Life in Society*, "Role, Personality, and Society Structure in the Organizational Setting," by Daniel J. Levinson, p. 128.

[7] New York City Police Department, Temporary Operating Procedure number 364, December 30, 1970.

Interestingly, the Police Department's role demands contain many bureaucratic demands that are common in the more complicated and specialized modern cultures,[8] but at the same time include a more progressive, personal flexibility, not normally found in the police service.

The role of Sergeant Rivera in the "El Barrio" community is one of relatively high status. Terms such as "chief" and "commander," which are used to identify him, evidence this attitude. Like most people of high status, Sergeant Rivera has a high level of interaction with others, especially in the sense of originating activity.[9] His role interaction with individuals who become significant to him, the ways he perceives them, relates to them, and understands their relationships to the other persons in his world are crucial elements of his effectiveness,[10] as will be illustrated later in this paper.

It is important to this essay to have a clear perspective of the Puerto Rican citizen in New York City. His cultural visibility in "El Barrio" is especially marked among new migrants. Lower class Puerto Ricans can usually be identified by their dress, especially the women, who favor styles of bright colors. In old-fashioned Puerto Rican families, little girls' ears are pierced in babyhood and they wear earrings.

The value system of the Puerto Ricans is similar to other Spanish-speaking peoples'. Pride is of paramount importance. The culture and social system are male dominated. Great emphasis is placed on masculinity. A man must be stable and strong, sexually virile, honest and reliable in work, aggressive in combat, and sensitive about his honor. He is logical and can reason. Women, on the other hand, are frail, illogical, and easily deluded. Therefore women must be guarded and accompanied by the responsible males of the family.[11]

"El Barrio," like other minority communities, has been the concern of many people involved in the criminal justice system. Of special interest is the threat of "polarization" between the police and the minority community. The National Advisory Commission on Civil Disorder effectively describes the enormous responsibilities and the perplexing community role-demands placed upon the shoulders of someone like a team commander working in a minority community.

> The abrasive relationship between the police and minority communities has been a major—and explosive—source of grievance, tension, and disorder. The blame must be shared by the total society. The police are faced with demands for increased protection and service in the ghetto. Yet the demands themselves create tension and hostility. The resulting grievances have been further aggravated by the lack of effective mechanisms for handling complaints against the police. Special programs for bettering police-community relations have been instituted, but these alone are not enough. Police administrators, with the guidance of public officials, and the support of the entire community, must take vigorous action to improve law enforcement and to decrease the potential for disorder.[12]

An effective police-community relationship is often difficult to accomplish in a minority community such as "El Barrio."

IMPROVEMENT OF POLICE-COMMUNITY RELATIONS

Sergeant Rivera was quickly made aware of the frequent incongruities of community role-demands on the police. Shortly after his team was organized in the "El Barrio" sector, Sergeant Rivera was confronted with community hostility toward his officers. Apparently, the hostility was precipitated by several arrests for street dice games.[13]

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[8] Max Weber, "Bureaucracy," in *Readings in Sociology*, ed. by Edgar A. Schuler, *et al.* (New York: Thomas Y. Crowell Company, 1967), p. 364.

[9] *Readings in Sociology*, "Social Relations in a Bureaucracy," by George C. Homans, p. 235.

[10] *Life in Society*, "The Perception of Social Status," by Thomas E. Lasswell, p. 521.

[11] Charles F. Marden and Gladys Meyer, *Minorities in American Society*, (New York: Van Nostrand Reinhold Company, 1966), p. 161.

[12] *Report of the National Advisory Commission on Civil Disorders*, Otto Kerner, Chairman (New York: A Bantam Book, 1968), p. 81.

[13] Much of the team's experiences have been extracted from the team commander's formal police reports, and from several personal interviews with Sergeant Rivera.

It was difficult at first to understand why the actions of his men, which were intended to rid the community of "unsavory conditions," would trigger such an unfavorable reaction from its citizens. Community demands were not as specific or clearly defined as they seemed. It soon became apparent that motivations underlying the hostility had to be considered prior to further team activity in the community. This problem set the first priority for Sergeant Rivera in his management of police-community matters. He had to convince the community residents that he and the team have a genuine interest in the community they serve.

Before Sergeant Rivera could begin a meaningful community orientated program, he met his second setback: The Knapp Commission. In a report to headquarters, the team commander explained his plight:

> Last month the undersigned reported that sustained and consistent efforts were needed to restore lost confidence among the citizens of the community. Recent revelations by the Knapp Commission have heightened animosities toward the police by confirming the views of cynics and skeptics. This warrants increased public relations.[14]

Initial community contacts by Sergeant Rivera and his men were tentative and loosely structured. The community, during the years, had met other policemen who spoke in a friendly manner and made promises that they either could not or did not care to fulfill. The neighborhood police team members made no promises at first. They sought to be personally identified as members of a team that had volunteered to work in "El Barrio" neighborhood—nothing more.

Meanwhile Sergeant Rivera pondered ways for opening up lines of communication and developing means for fruitful interaction. Emphasis was placed upon positive public relations contacts, attendance at community functions, and team participation in community action programs. Thought was given to working with other governmental agencies.

Before any police-community programs could be implemented, however, their overall consequences had to be considered. There is a sociological distinction between those functions of a social practice which are "manifest" and which are "latent," [15] "Manifest functions are intended consequences of the practice, latent functions are consequences of the practice, which are not originally intended and are often unrecognized. Put another way, manifest functions are 'purposes,' and latent functions roughly correspond to 'side effects' or by-products."[16]

This concept is particularly evident in police-community interaction. A seemingly innocuous confrontation may have serious consequences. For example, a friendly "hello" directed towards a community businessman by a policeman may raise suspicions of complicity in the eyes of some community elements, marking the businessman as a "rat," not to be patronized or accepted. This example emphasizes the importance of sensitivity on the part of a police manager.

To insure the least amount of unfavorable impact from latent functions, programs of "neutral implications" (those intended to benefit the general community as much as possible) were designed. Sergeant Rivera and his team performed in ways never before experienced by the "El Barrio" community. "Flyers" were distributed among the neighborhood citizens, identifying the commander and soliciting their complaints and views on community problems. The team commander "walked the neighborhood," meeting the people and explaining his purpose, never asking for anything in return. His officers would often park and leave their patrol cars. While on foot, they would stop to speak to members of the community—people gathered on tenement stoops, or the owner of a local "bodega," or young boys tossing a basketball through the rungs of a firescape ladder. The officers were no longer strangers, indifferently passing by at the wheel of a green and white patrol car. They were "Joe" and "Tom," or whatever.

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[14] The October 1971, team commander's report to headquarters.

[15] For a definitive discussion of manifest and latent functions, see Robert K. Merton, *Social Theory and Social Structure* (New York: Free Press, 1957), Chapter I.

[16] Frederic Suffet, "Bail Setting: A Study of Courtroom Interaction," in *Crime and Justice in Society*, ed. by Richard Quinney (Boston: Little, Brown and Company, 1969),: p. 304.

Community programs such as "Escoba" (broom) were implemented by the team commander. "Escoba" asked the community to participate in cleaning up the unsanitary conditions in "El Barrio." The Sanitation Department agreed to cooperate with the police team in the effort. Local merchants were instructed in their responsibilities for maintaining their sidewalks in sanitary condition. Landlords and superintendents were advised of their obligations. "Flyers," in English and Spanish, announced the program to the community. The community wanted "a cleaner neighborhood in which to live," and the team commander asked them (the community) to participate in meeting their objectives. Over time "El Barrio" became more sanitary than it was before the arrival of the police team. Streets were swept more regularly, litter recepticles no longer cluttered the sidewalks, and more importantly, the team members found a means for displaying their concern for community needs.

Sergeant Rivera extended contacts with the community through a carefully planned referral system. Social service agencies such as the Model Cities Alcoholic Unit, and Legal Propinquity (a youth service group) were brought to the attention of the community through the efforts of the police team. The team would refer, often call, and sometimes escort people to the appropriate agencies. The Harlem branch of Small Claims Court was used extensively to overcome the financial exploitation of community residents by unscrupulous merchants, a common occurrence in ghetto neighborhoods.[17]

The team commander recognized that much of the "El Barrio" community lived under conditions of poverty. This kind of neighborhood usually exhibits fearfully high rates of alcoholism, desertion and illegitimacy.[18] While referrals to the alcoholic unit may not cure the social ills which create the "anxiety" often associated with chronic intoxication,[19] the approach was significant in that it offered tangible evidence of the team's concern and efforts in the community. The team officers has too often mediated drunken disputes with little recourse except to arrest the parties involved, or at best, to send them on their individual ways, usually to nowhere or to more trouble. Those people with drinking problems (such as the chronic drunken brawler) can now be helped by the police team. They can be referred to the Alcoholic Unit for necessary treatment. Sergeant Rivera or his representative have often followed-up on the referrals to stimulate compliance with the program's standards. This personal kind of police-community interaction is important to the effectiveness of the team in the neighborhood.

After several months had passed, the neighborhood police team had become sufficiently known and accepted by the community to permit the team commander to take on the second priority in his management of team matters: crime in the community.

YOUTH PROGRAMS

The team commander was particularly sensitive to those crimes committed by the neighborhood youths. The ghetto adolescent's distorted image of success and its relationship to crime is especially well described in the Report of the National Advisory Commission on Civil Disorders:

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[17] This was a major finding in the *Report of the National Advisory Commission on Civil Disorders*, p. 274.

[18] Ibid., p. 281.

[19] Victor Barnow, *Culture and Personality* (Homewood, Illinois: The Dorsey Press, Inc., 1963): p. 346.

> With the father absent and the mother working, many ghetto children spend the bulk of their time on the streets—the streets of a crimeridden, violence prone and poverty stricken world. The image of success in this world is not that of the "solid citizen," the responsible husband and father, but rather that of the "hustler" who promotes his own interests by exploiting others. The dope sellers and the numbers runners are the "successful" men because their earnings far outstrip those men who try to climb the economic ladder in honest ways.[20]

It is important to a local prevention and control program to effectively coordinate all community resources so that any child or family requiring help can get the kind of service needed at the strategic moment of need.[21] The team commander joined forces with Legal Pro, a youth agency created to provide indigent neighborhood youths with free legal aid, educational assistance and employment opportunities. The program director and Sergeant Rivera met frequently to coordinate their efforts.

In his dealings with "youth crimes" the team commander had to develop ways and means for performing acts of support and control simultaneously. "Support without control is overprotection and invites passivity and dependency, while control without support is tyranny and invites rebellion."[22] While the general police role is explicitly concerned with acts of control, keeping the peace and apprehending those who commit crimes, it is at least latently concerned with support.[23] The officers of the neighborhood police team, however, are "explicitly" required to perform both functions. The "El Barrio" community, its adolescents particularly, must be made to understand and accept this "police dilemma." The police team wanted to help the children of "El Barrio," but it would not be lulled into the role of a doting parent. There must be some control.

The Police Team was flexible in its dealings with youth problems; the team commander wanted it that way. The more severe juvenile act, that which would normally be classified as a felony crime if committed by an adult, would have to be handled through formal channels, i.e., the Juvenile Court. Often the child involved in such conduct was not receptive to police team assistance, would not speak to nor comply with any "authority figure." His problems of deviance were beyond the scope of the team commander's resources. A professional, long-term commitment was required. The court provided assistance in these cases, usually an over-worked social psychologist. The police team was better equipped to handle the less severe juvenile problems, e.g., truancy and petit crimes.

To create a more informal means for dealing with youth problems, the team commander designated one of his men as "Neighborhood Police Team Youth Patrolman." He would devote most of his working time to close interaction with the children of "El Barrio." He would learn the names of the children and their families, become personally involved with their problems and seek viable solutions. He would lecture at the local schools, warning of the consequences of truancy, drugs and the like. He was called by his first name. "Don't call me sir, call me whatever!" He represented the police team and the commander to the community. He brought the youth problems of the community to the police, and the police problems of the team to the community. The community sought help for their children and the officers of the police team answered the call.

The team commander understood that, under most circumstances, it was best to handle community demands through informal channels.

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[20] Ibid., p. 262.

[21] William C. Kyaraceus, "Delinquency Prevention: Legislation, Financing, and Law Enforcement are not Enough," in *Contemporary Adolescence: Readings*, ed. by Hershel D. Thernburg (Belmont, California: Wadsworth Publishing Company, 1971),: p. 261.

[22] *Crime and Justice in Society*, Elaine Cumming, Ian Cumming, and Laura Edell, "Policeman as Philosopher, Guide and Friend," p. 146.

[23] Ibid.: p. 148.

More could be accomplished in a more personal atmosphere, one that met the needs of the individual Minor youth violations were often handled informally by the team. For example, a youth caught taking property from a clothing store might be made to personally return the article and apologize to the store owner—in the presence of a police team member of course. The owner was satisfied and the youth was without an "official record." He would be escorted home and "asked" to report to the Youth Patrolman on the following school day if possible. If he met the Youth Patrolman, which happened approximately fifty percent of the time, he would be interviewed concerning certain aspects of his personal life, i.e., parents, school and the like. The officer might suggest some youth program that was operating in the neighborhood. He might ask to meet with the youth again. Each case was different, with its special problems. Those who did not show for the first meeting were left alone, the thought being that it might be more harmful to force those children to comply than it would be to let well enough alone. An unofficial listing of the "no-show" youths was maintained by the Youth Patrolman. He might visit their schools to examine their attendance records. He might arrange for "special lectures" in their home-room classes. Again, the approach was flexible, geared toward obtaining the most positive results.

The team commander closely managed all police activity concerned with youth problems in "El Barrio." His Youth Patrolman was an extension of his authority, a specialist. All of Sergeant Rivera's officers were responsible for overcoming youth problems. At neighborhood meetings, the team commander would emphasize the need for community cooperation in this matter. Citizens were asked to call the Sergeant or his Youth Patrolman concerning their childrens' problems and they did! The team's initiative on this issue implicitly required community members to become involved, to help themselves. This was an important achievement for the team.

APPROACHES TO THE DRUG PROBLEM

In his September 1971 report to headquarters, Sergeant Rivera described another major problem in the community:

> The plague of narcotics addiction and the seeming inability of the Department to cope with even flagrant violations calls for more imaginative and productive utilization of the Department's resources. This in turn will encourage citizen participation in and support for the Department's programs.

Unfortunately, the problems with youth and the problems of drug addiction are synonymous. The team commander had no panacea for this "social ill." He dealt with the drug addict in two ways: If you were an addict and were arrested for a crime, it meant Criminal Court and its official sanctions. If you were an addict and sought assistance to overcome your problems, arrangements would be made for enrollment at an appropriate drug rehabilitation agency, and team members would often follow-up on your progress. The community feared the drug addict and wanted to be free of him. Yet parents of drug addicts wanted them helped within the community. The demands conflicted.

The drug addict was understood, but not tolerated by the team. His disease was too perilous to the "El Barrio" community. The team commander devoted his efforts toward those most vulnerable to drug addiction: the experimentors, those who thought they "couldn't get hooked." He sought to reach the younger community residents before they were introduced to the drug culture. That often meant reaching them before their teens, sometimes earlier.

The team commander saw several approaches through which to reach these children. Education was one; group participation, the other. The Youth Patrolman and the commander handled most of the school lectures dealing with drug abuse. Team members also conducted meetings on drug addiction and community members were invited to attend. Parents were instructed in ways of detecting the signs of addiction, who to call, and what to expect. "Rap sessions" between the police team officers and the highly drug-prone youths of the community were frequently conducted, often informally on tenement stoops of dilapidated East Harlem streets, between stickball games, or whenever possible.

Organized group activities among neighborhood youths proved helpful. Sports, discussions, outings—anything that would channel their energies toward socially acceptable goals—were all tried. The activities served to gather together a number of people who shared a common problem. It was an effective kind of interaction which might hopefully provide a basis for the development of a common solution to their individual problems.[24]

Drug addiction still exists in the "El Barrio," but not among the youths who were befriended by the neighborhood police team. Evidently, some progress has been made.

OTHER CRIME CONTROL APPROACHES

Not all the activity of the neighborhood police team is explicitly supportive; some control must be exercised. The criminal must be apprehended and brought to justice. This, in turn, is implicitly supportive of the community's welfare. However, convincing the community of the "efficiency of justice" is not always possible. The team commander voiced this opinion in his January 1972 report to headquarters:

> Many citizens are unaware of the implications of the Mapp and Miranda decisions, or the "revolving door" system of justice administered by the courts. This team commander attempts to inform citizens of the limitations imposed upon the police and emphasizes the responsibilities of the community to take affrimative action against those social ills which directly affect police work . . . .

"When the person arrested returns to the streets before the arresting officer," relates Sergeant Rivera, "something is wrong." Nevertheless, the police team made arrests.

Some team patrolmen were assigned in civilian clothes to a special "burglary patrol." Burglaries decreased in the team neighborhood. So did many other crimes. By February 1972, reported crime had been reduced by 39 percent in "El Barrio" from the previous year,[25] The team commander's assistant prepared various chart which identified crime trends in the neighborhood. High crime-prone locations received special attention. The team gradually began to know the community—who could be trusted, who was an outsider, and who warranted extra attention. Many of the criminals know about the police team and often chose "safer grounds," away from "El Barrio."

Jerome H. Skolnick[26] implicitly sees how a concept such as the Neighborhood Police Team Program could help overcome some of the shortcomings of bureaucracy in a police department, and serve as a way to deal with the problems such as crime:

> . . . as a system of organization, bureaucracy can hope to achieve efficiency only by allowing officials to initiate their own means for solving specific problems that interfere with their capacity to achieve productive results.[27]

The team commander found means to overcome his initial problems. The neighborhood police team became deeply rooted in the "El Barrio" community; it befriended its children, and it left its mark on the deviant element. The team commander could now devote some time to developing and reinforcing the kinds of attitudes and activities that he thought were most desirable for team policemen in that particular neighborhood.

IMAGE BUILDING

The "El Barrio" neighborhood police team was instituted during a time of great tension and frustration within the New York City Police Department. It seemed as if the police were quickly becoming the targets of every malcontent's bullets. Patrolmen were ambushed while responding to erroneous calls for assistance. Officers were machine-gunned while parked in patrol cars. Rumors of a common plot against police pervaded the Department. Things had just about quieted down when the "Knapp Commission" publicly divulged its findings of police corruption in New York City. In his October 1971 report to headquarters, Sergeant Rivera somberly described the kind of impact the past several months had had on his men:

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[24] Harry C. Bredemeier and Richard M. Stephenson, *The Analysis of Social Systems*, (New York: Holt, Rinehart and Winston, Inc., 1967), 143.

[25] March 1972, team commander's report to headquarters.

[26] *Crime and Justice in Society*, Jerome H. Skolnick, "The Working Policeman, Police Professionalism, and the Rule of Law."

[27] Ibid. p. 257.

> A sullen mood, fostered by concern for our fallen members and their families, prevails in this command. In addition, there is unanimous indignation at the manner in which the Knapp Commission presented its case. In its spectacular smear of the Department, the Commission has succeeded in encouraging cynicism and promoting apathy among citizens as well as some police. The men are well aware that a monumental job of image rebuilding lies ahead. They are responding to this challenge with a determination and confidence that commands respect and will ultimately bring success.

"Image rebuilding," as the commander named it, required the re-development of a "favorable self-image"[28] in his men, as well as strengthening the the community's positive perspective of the team. The team commander wanted to carefully define the roles of the policemen in "El Barrio." He and his officers had made considerable progress in "El Barrio" and did not want to falter. The commander approached this problem through three avenues: frequent team conferences, special community meetings, and television.

The Department demanded that corruption be dealt with at all levels by developing ways and means for overcoming its existence, or its opportunity for existence. The demands on this issue expressed in "El Barrio" were less specific in terms of its definition of corruption. "Corruption" had to be defined.

Sergeant Rivera increased the number of conferences held with his patrolmen. Informal "rap sessions" were conducted wherever possible, in a patrol car during slack periods or walking a foot post on quiet mornings. Whenever the opportunity presented itself, the commander and his men talked about corruption and the ways in which it could be overcome. The patrolmen became a part of the planning process on this matter. They were functioning as a team and dealing with an issue of mutual concern.

The police team enlisted the assistance of the community in this matter. Christmas was nearing and those who were prone to offer "gratuities" were asked—implored—not to do so. Local merchants, neighborhood bar owners, and others in "El Barrio" were asked to comply with the wishes of the police team and not to offer gratuities. Police team "flyers" to this effect were distributed within the community.

Many community meetings were devoted to this issue. The team commander had to be sensitive to the community's perception of police corruption. He answered such questions as: "Why couldn't a local restaurant owner offer a patrolman a free cup of coffee?," and other similar questions. These kinds of questions were answered in specific terms, often to the dissatisfaction of the inquirers. These meetings, while gathered for a specific purpose, tended to bring the police and the community closer together. It was a new experience for both groups involved. They were sitting down and discussing important issues.

The team commander turned to television to convey the personal aspects of his men. "Police team members are more than cops. They are husbands, fathers, and sons. They have their share of frustrations and desires. People should see the cop for what he is: another human being."

On September 28, 1971, W.N.B.C. T.V.'s "New York Illustrated" featured two police team patrolmen in a half-hour program titled: "The Two Worlds of Patrolmen Tingwall and Randazzo." The program projected the candid impressions of the young, white police officers and their wives toward their chosen profession and the community they serve. "It was a credit to my men and to the police department," Sergeant Rivera explains in retrospect.

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[28] *The Analysis of Social Systems*, p. 75.

Residents of "El Barrio" watched the program, often crowded around a neighbor's television set, or pressed against other patrons in a local bar. For many, it was the first time they could identify with the people they saw on the television screen. The program impressed many people, and the community talked about it for a long time.

A second appearance for team members occurred during December 1971, on W.O.R. T.V.'s "Straight Talk." The issue of the program was the dual role of the Puerto Rican police officer. The police team was represented. The policemen spoke of the problems of the Puerto Rican in New York City, of the problems of the police, and of the dual problems of the Puerto Rican police officer. This program was equally enjoyed by people in "El Barrio." For some, the Puerto Rican officer performing on the television screen served as a model. He represented a form of hope for the future.

By January 1972, just six months after the police team had been implemented, Sergeant Rivera had developed a considerable number of contacts with the community. His team was known and, more importantly, accepted by the community residents. Several programs initiated by the team were progressing favorably within the neighborhood. Community hostility and skepticism toward the team officers showed a marked decline. The residents seemed to act friendlier toward the police team members. Crime trends were on the decline. The criminal, particularly the youthful offender, was dealt with in accordance with certain standards established by the team commander. Drug addiction was an ongoing issue for which the police team actively sought solutions and asked assistance from other agencies. "Team identity" and the roles of the policemen of "El Barrio" were gradually being defined by the team commander. The issue of police corruption was effectively overcome through various avenues which tended to build a favorable police image in the minds of community residents.

It is reasonable to conclude that the neighborhood police team in the "El Barrio" community has achieved modest success. The team commander continues to identify community needs, develop resources, and devises tactics to satisfy these needs. As a modern police manager, the functional role of a team commander appears to be a highly effective innovation in the New York City Police Department.

APPENDIX E. A TRAINING PROPOSAL FOR TEAM POLICING

This appendix contains a training proposal prepared by the Public Safety Agency of St. Petersburg, Florida. A. Lee McGehee, Director of Planning and Development for the Public Safety Agency, believes that this training program—which stresses behavioral aspects of policing—helped to form the cohesiveness of a police team and to contribute to development of a team attitude. The proposal is presented for consideration by other departments.

INTRODUCTION

In reflecting on traditional police training programs, we are increasingly reminded of their relative ineffectiveness in equipping the modern police officer with the necessary skills and mental attitude to perform his job. Most of the police training programs in this country have evolved with little concern for individual needs or organizational objectives. They have generally been characterized by a lack of imagination and have dealt primarily with the more technical aspects of law enforcement. Most recruit level training programs are heavily weighted with these technical subjects. In-service training programs have further sought to reinforce these technical skills as a primary training objective.

As a result, the behavioral aspects of police training have been neglected in favor of these technical approaches. This has certainly occurred, in part, due to the lack of expertise in the behavioral sciences on the part of many police trainers. Additionally, technical subjects are much easier to program in a training schedule and numerous training aids are readily available to assist the instructor. One should, however, examine the perceived and actual role of the police officer in our modern society to determine his peculiar needs within a training framework. At first glance, it might appear that a lack of technical training is responsible for police failures in street situations. A closer look, however, should lead one to believe that the problem lies in a lack of training in the behavioral sciences, since most trouble situations are precipitated by the officer's inability to relate with people in stress situations or his inability to adequately perceive and control his own personal feelings. These are the kinds of problems training programs should address themselves to, but often, the answers are sought out in technically oriented training sessions.

It is also imperative that training should function within a management framework that provides for the realization of both individual and organizational needs and goals. The management framework of an organization should provide the necessary direction for training efforts. Ideally, training should become a management tool to bring behavior in line with stated goals and objectives. Training programs which do not operate within these parameters have lost their effectiveness for both management and individuals within the organization. They often become merely an exercise in training for training's sake.

It is the stated purpose of this paper to develop a meaningful training model that addresses itself to the needs of both the organization and the individual police officer within the management framework outlined above. It is intended as a model for discussion, not a statement of an absolute training program.

TEAM POLICING—SOME SPECIAL TRAINING NEEDS

With the advent of team policing, training needs have become increasingly acute for the officer assigned to such a unit and the persons responsible for the management aspects of the program. The individual officer's needs are far greater than those of the conventional patrol officer since he is required to handle all cases within his jurisdiction. From a management standpoint, it is especially necessary to insure that each officer is in tune with management goals and objectives. Otherwise, the program becomes fragmented with a subsequent loss of effectiveness.

In detailing particular needs, the following areas appear to have significance for the officer assigned to team policing units.

General Area	Behavioral	Technical	Managerial
Management Orientation	X		X
Community Relations	X		
Human Relations	X		
General Psychology	X		
Family Intervention	X		
Juvenile Offenders	X	X	
Police Photography		X	
Criminal Investigation		X	
Narcotics and Dangerous Drugs	X	X	
Patrol Operations and Analysis		X	X
Advanced Physical Training	X	X	

The areas listed above have been classified according to their primary instructional objective. These training areas have been devised on the basis of *perceived* training needs rather than *actual* needs a study might provide. On that basis, they may or may not be true indicators of training needs.

From a management viewpoint, however, it is possible to detail objectives of a team policing training program. Briefly stated, they include the following:

- To equip each team member with the necessary skills to perform his duties at a predetermined level of proficiency consistent with organizational goals and objectives
- To sensitize each officer to the needs of the community and provide him with the necessary skills to perform his duties in a manner consistent with community expectations.
- To foster self-sufficiency and self-reliance within each officer assigned to the unit through innovative and in-depth training methods.
- To bring about behavioral change consistent with the stated management goals and objectives.

PROGRAM DEVELOPMENT AND DESIGN

Although the general subject areas previously listed may be those of prime importance to team police members, a detailed research phase is in order to determine actual training needs. The questions which should be asked are: 1) What do officers assigned to team policing units actually do in terms of their assignments and responsibilities within their respective jurisdictions? 2) What are the broad and specific management objectives of the Public Safety Agency? 3) What will it take to achieve these stated goals and objectives through team policing? 4) What kinds of training programs will best address themselves to the accomplishment of these objectives? 5) What kind of evaluative instruments will be needed to measure the effectiveness of training programs within the management framework discussed previously?

A research phase should be initiated to find answers to these and other substantive questions pertaining to the role of team policing. Without specific information, training endeavors will become fragmented and out of step with management objectives. The research phase should include input from the following sources, and any others that may be germane to such a study: 1) key managerial personnel within the Public Safety Agency; 2) the officers presently assigned to team policing units; 3) the citizens of the communities being served.

After initial research has been completed, needs should be detailed leading to a formulation of general training areas. Working within the stated management objectives, a training program which addresses itself to the actual needs of the officers and the community can begin. It is suggested that persons with a background in educational technology be secured to develop a training program that is educationally sound and elicits the kinds of responses consistent with management objectives.

An evaluation instrument should also be built into the training program to measure the effectiveness of training in terms of goal realization. This should be an integral part of the total program, not something constructed as an afterthought, for training that is going to be effective must rely on sound evaluation instruments.

The training program should be undertaken utilizing the traditional experimental/control group concept. A time period of actual training encompassing at least a six-month period should be undertaken to determine the effectiveness (relative) of the training approach. A training format void of this concept would be undesirable since it would lack the control necessary to make valid assumptions. Criteria to measure effectiveness of the training program would have to be devised in conjunction with the stated goals and objectives.

SUGGESTED TRAINING PARAMETERS

In line with the objections raised about conventional training programs on the first page, the model for team police training should reflect the behavioral approach as a primary consideration. It is anticipated that new and innovative behavior modification programs should be implemented within the experimental group. Technical training should also be included in the overall training format, but it should take on a new dimension emphasizing the practical application of skills and techniques. Actual field problems should be considered as an alternative to lecture-type training programs that are educationally weak by their very nature.

It is also suggested that training programs strive to meet the objective of self-sufficiency and self-reliance through physical and mental training methods that have proven themselves and stood the test of time. Specifically, the martial arts when studied seriously and in their full context, have proven to provide the proper mental attitude and the necessary physical prowess needed by police officers in street confrontations. The traditional training methods which include boxing, wrestling, judo, and baton work do nothing to develop the proper mental framework that could be useful to a team police member.

Training should not be limited to traditional methods in any sense of the word. New and imaginative ideas should be implemented within a framework of reasonable theory in an attempt to bring about the desired behavior. The end result should be an individual who is capable of fulfilling the goals and objectives of the organization and meeting the stringent demands of the community which he serves. If training programs cannot accomplish these goals, then they have to be classified as failures and recognized as such. Too many police training programs have gone this path, and many more are destined to follow unless an intercession takes place to change the direction and scope of training in the police service.

APPENDIX F. SAMPLE TABLE OF CONTENTS TO A REFERRAL GUIDE

Many departments have attempted to construct guides for police to use in referring individuals to social service agencies. In this appendix, the table of contents to a Cincinnati index is reproduced, without any changes in style. The contents have the following useful features:

- They ask useful questions of probable interest to citizens who may need to be referred to a social agency
- They relate available services to the particular neighborhood in which a neighborhood police team may be operating.

It is believed that a similar table of contents would be useful for referral guides elsewhere. In the body of the referral guide, space should be left below the description of each program. In that space, each officer (either from his own observation, from the observation of others in his team or at the suggestion of a department official) should keep notes that indicate additional facts which he has learned about the agency. For example, the officer might note that a particular type of case was refused because the service was temporarily overloaded.

Table of Contents

Social Services
Case Work
Group Work
Day Care

Page

*Do you need casework help with your personal or family problems?
In the West End ------------------------------------
In the Over the Rhine --------------------------------
In Mt. Auburn --------------------------------------
Elsewhere ---
*Do you need Day Care Service for your children while you work?
In the West End ------------------------------------
In the Over the Rhine --------------------------------
In Mt. Auburn --------------------------------------
Elsewhere ---
*The Human Relations Commission will help you overcome Prejudice problems connected with jobs, community, or police ----------
*Do you (or your children) need help in getting an education? ----
*Would you like to improve your marriage, or have a better chance with a future marriage? ------------------------------

*Would you like counseling to help you with a personal problem?---
*There is a community center near you where you can enjoy community activities, improve your skills, and become a leader? ----------
In the West End ----------------------------------
In Over the Rhine ---------------------------------
In Mt. Auburn ----------------------------------
In Mohawk ---
*Do you need to go on Welfare? ----------------------------
*Would you like to train your small child better (age 3 to 6 months)?
*Were you a prisoner and now need help, or are you an alcoholic or transient needing help? ---------------------------------

Emergency
Homes
Food
Advice
Travel

*Do you know a child with no place to stay but needs a place right away?
*Are you a young employed woman needing a nice place to live? --
*Do you need medical or nursing help with your new baby, or for you before baby is born? -----------------------------------
*Would you like help in finding a decent, safe and sanitary home for your family? ---
*Are you a traveling man needing a tempoary home and free meal now and then? --
*There is an emergency home for 3 days for women and children? --
*Does your family need energency assistance with food clothing and shelter and some rehabilitation help? ------------------
*Do you need Food Stamps? ---------------------------
*Mt. Airy Center gives care to *local* men over 18 ------------
*Do you know an orphan needing a home? ------------------
*Were you displaced from your home by the City and need a decent place? --
*Are you a shut in and would like to be visited? -------------
*Do you have a child you can't care for? -------------------
*Are you moving and have run into problems and need help? ----
*If you are handicapped and need work, emergency meals or shelter call Volunteers of America ---------------------------------

Jobs

*If you need work you might be able to get a temporary job ------
*Would you like to train for clerical work, key punch operator, barbering or other jobs? -----------------------------

Page

*Are you looking for a permanent job? ----------------------

*Are you a youth needing work experience and training? --------

*Were you injured on the job? ------------------------------

*Would you like to get into the construction trade? -----------

*Are you 16 to 18 and in school but need some work (boy or girl)?

Medical Needs

*Is there an adolescent (about 11 to 18) in your family needing medical help? --

*Are you pregnant (perhaps not married) needing a clinic and other help? --

*There is a dental clinic for your children -------------------

*The Children's Hospital will find out why your child (under 12) is ill and will treat it ------------------------------------

*If your income is low and you need hospital care, call the social service Department Christ Hospital ------------------------------

*Do you live in the Over the Rhine and need free medical help? (Free Clinic) --

*Are you poor but very ill or need surgery, or have broken bones, a tumor, or your child needs medical help? ----------------

Diseases

*You can get a free test for cancer, or free help if you are a cancer patient

*If you have tuberculosis, help is available -------------------

*If you have arthritis, some therapy is available ---------------

*Do you have an incurable chronic disease? (not mortal or contagious) you can get help -------------------------------------

*There are two clinics for children with heart disease or rheumatic fever. Call them ------------------------------------

*Does your child have asthma or heart trouble or other medical problems? You can get help ------------------------------

*Does some one in your family have along term illness like TB? --

*Are you diabetic and need help? ---------------------------

*Does some one in your family have multiple sclerosis and needs help?

Handicaps

*Are you deaf? There are many activities for you and help if you need it

*The Black Sightless Society provides a home for Blind Women --

*Are you disabled and would like to get help in going to college? --

*Camps for badly handicapped children ----------------------

*If someone you know is blind they can get help in learning to get around, in many activities, communication and employment also camping for children ---------------------------------

*You can will your eyes to someone needing them ______________

*Do you have a speech problem? You can get help correcting it—also hearing problems ______________

*Are you blind and need a home that will help you help yourself? __

*Are you a man in need of lodging, food and help with your alcoholism? ______________

*If you are handicapped there are many programs available at Good Will ______________

*If you have a handicapped child you can find out more about his illness and can get help ______________

*If you are blind there are many services available to you such as counseling, medical exams and training to get a job ___________

Mental Problems

*If someone you know has a mental problem there is help for him __

*If you are having problems understanding yourself you can get guidance ______________

*If you or someone in your family sometimes get a little mixed up mentally, someone can help you ______________

*If your child is mixed up mentally sometimes; call the Child Guidance Home, also the Children's Psychiatric Center ______________

*If a loved one is mentally retarded you can get help for him ____

*If you have a mentally retarded child you can get help for him __

*The mentally ill can get help if you contact Longview or Rollmans

*There is a home for mentally retarded ______________

*There is help for cerebral palsy victims; also classes for mentally retarded children ______________

*There is a very good place that will talk over problems with people trying to get cured of their mental illness ______________

Nursing

*There is a lot of nursing care available if you need it ___________

*Are you a women, aged and Black in need of a home? __________

*If you are over 60 (man or woman) and need a home try Little Sisters of the Poor ______________

*If you are old and need protection in a home and have some income call the Marjorie Police Home ______________

*If you can't get your own meals, try to get meals on wheels ______

*Many services (medical, meeting people etc.) older people need are available to you ______________

Activities
Groups
Clubs

Page

*Does your son need friendship with an adult man? -------------

*Would your son or daughter like to belong to a club like Boy Scouts, Boys Club or Camp Fire Girls? --------------------------

*Are you a young man or woman who would like to join YMCA, YWCA or similar clubs for athletic activities? ---------------

Alcoholism

*You can overcome your drinking problem by getting involved with groups who will help you ---------------------------------

Veterans

*There are many agencies for Veterans. Do you need help? -------

1. Claims and Records ---------------------------------
2. Employment -------------------------------------
3. Medical Help -------------------------------------
4. Emergency Relief -------------------------------
5. Legal --
6. Other Help ------------------------------------

Correctional Institutions
Police
Legal Aid

*Do you know of an abused or neglected child? ----------------

*There are several schools and homes for boys and girls who have gotten into trouble ---

*Has a crime been committed against your boy or girl? ----------

*Has a crime been committed against you by a youth? ----------

*Have you been in the pen and now need help getting rehabilitated?

*Do you need free legal help? (if you can't pay a lawyer) --------

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4. City of Albany Police Department. "Grant Application to LEAA For The Arbor Hill Neighborhood Police Unit Program," Albany, 1972.
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8. Igleburger, Robert M.; Angell, John E.; and Pence, Gary. "Changing Urban Police: Practitioners' View," Washington, D.C., presentation for the Fourth National Symposium on Law Enforcement Science and Technology, May 1, 1972.
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A Survey of Neighborhood Team Policing has been undertaken by the Police Foundation and should be completed in the next several months.

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2. Hatry, Harry P.; Winnie, Richard E.; and Fisk, Donald M. *Practical Program Evaluation for State and Local Government Officials,* Washington, D.C., The Urban Institute, 1973.
3. Lewis, Joseph H. *Evaluation of Experiments in Policing: How Do You Begin? (Four Cases),* Washington, D.C., Police Foundation, December 1972.
4. Wholey, Joseph S., et al. *Federal Evaluation Policy,* Washington, D.C., The Urban Institute, 1970.

(CUT ALONG THIS LINE)

PRESCRIPTIVE PACKAGE: "Neighborhood Team Policing"

To help LEAA better evaluate the usefulness of Prescriptive Packages, the reader is requested to complete and return the following questions.

1. What is your general reaction to this Prescriptive Package?
   ☐ Excellent
   ☐ Above Average
   ☐ Average
   ☐ Poor
   ☐ Useless
2. Does this package represent best available knowledge and experience?
   ☐ No better single document available
   ☐ Excellent, but some changes required (please comment)
   ☐ Satisfactory, but changes required (please comment)
   ☐ Does not represent best knowledge or experience (please comment)
   Comments:
3. To what extent do you see the package as being useful in terms of: (check one box on each line)

	Highly Useful	Of Some Use	Not Useful
Modifying existing projects	☐	☐	☐
Training personnel	☐	☐	☐
Administering on-going projects	☐	☐	☐
Providing new or important information	☐	☐	☐
Developing or implementing new projects	☐	☐	☐

4. To what specific use, if any, have you put this particular package?

5. In what ways, if any, could the package be improved: (specify)

A. Structure/Organization

B. Content/Coverage

C. Objectivity

D. Writing Style

6. How did this package come to your attention? (check one or more boxes)
   ☐ LEAA Mailing of package
   ☐ Your organization's library
   ☐ Contact with LEAA staff
   ☐ LEAA Newsletter
   ☐ National Criminal Justice Reference Service
   ☐ Other ___________

7. Additional Comments:

8. Check ONE item below which best describes your affiliation with law enforcement or criminal justice. If the item checked is an asterisk (*), please also check the related level, i.e.,

☐ Federal ☐ State ☐ County ☐ Local

- ☐ Headquarters, LEAA
- ☐ LEAA Regional Office
- ☐ State Planning Agency
- ☐ Regional SPA Office
- ☐ College/University
- ☐ Commercial Industrial Firm
- ☐ Citizen Group
- ☐ Police *
- ☐ Court *
- ☐ Correctional Agency *
- ☐ Legislative Agency *
- ☐ Other Government Agency *
- ☐ Professional Associations *
- ☐ Crime Prevention Group *

9. Your Name (Optional) ______________________________
Organization or Agency ______________________________
Your Position ______________________________

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